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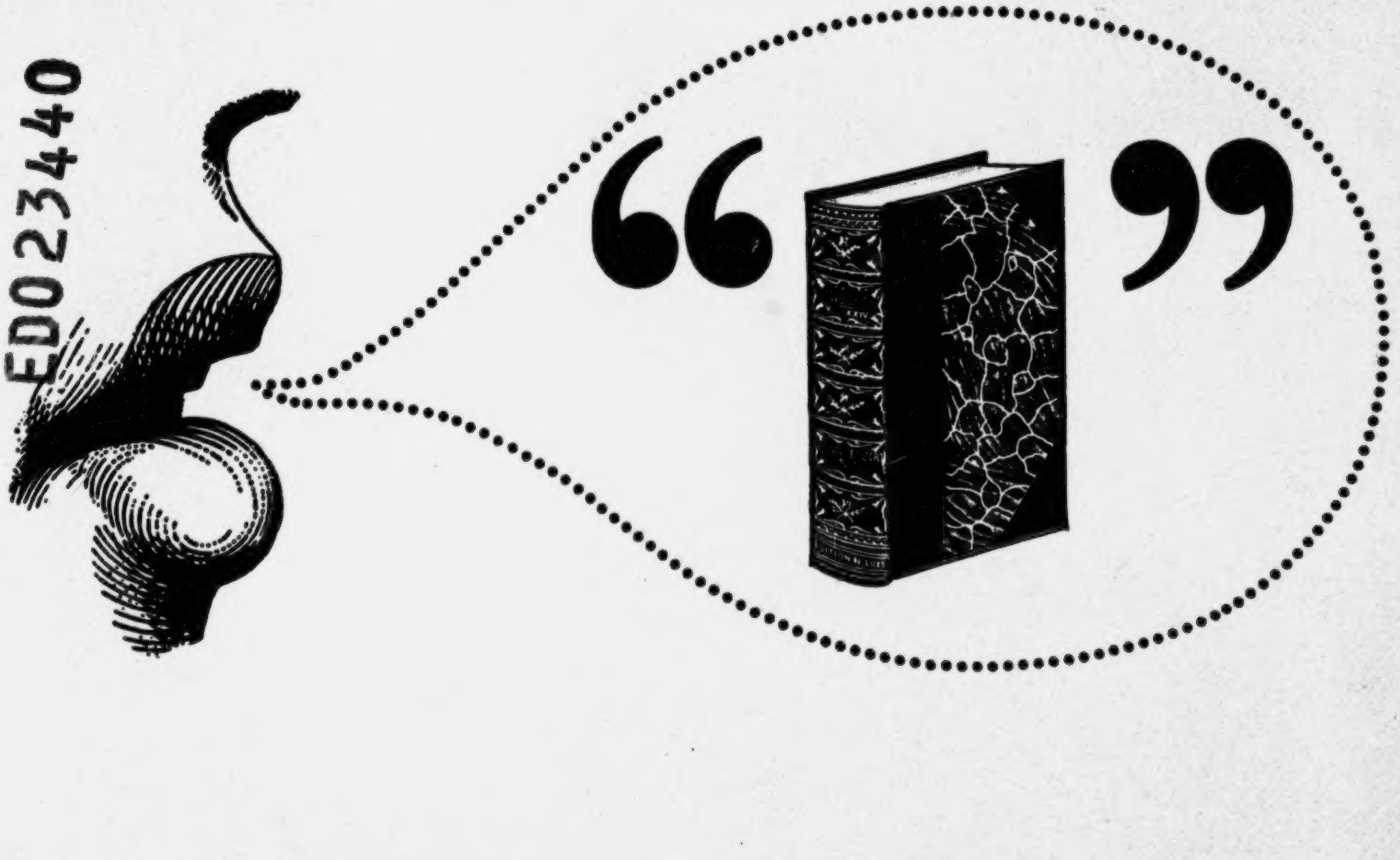

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LIBRARIES IN TRANSITION

RESPONSES TO CHANGE

SELECTED PAPERS FROM

NORTH CENTRAL LIBRARY CONFERENCE

Milwaukee, Wisconsin
October ~~14-18,~~ 1967
11-14

WISCONSIN LIBRARY ASSOCIATION
1968

MINNESOTA
WISCONSIN
IOWA
ILLINOIS

NORTH CENTRAL LIBRARY CONFERENCE

OCTOBER 11-14, 1967

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MILWAUKEE AUDITORIUM

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PREFACE

In 1964, at the American Library Association Conference in St. Louis, representatives of the Library Associations of Wisconsin, Illinois, Minnesota, and Iowa took the first steps toward planning a four state conference in 1967 to take the place of individual state meetings for that year. The stimulus for this joint meeting was the successful Tri-State Conference in Minneapolis in 1963. As in 1963, the Wisconsin Special Library Association took part in the 1967 meeting.

Subsequent sessions of the Planning Committee selected Milwaukee as the Conference site and set October 11-14 as the dates. This four-day period, Wednesday through Saturday, provided sufficient time for a full, yet flexible, program. The Milwaukee Auditorium housed most of the program activity with the Schroeder serving as headquarters hotel.

The purpose of the North Central Library Conference – 1967 was to explore some of the broad issues of American librarianship. The program meetings were designed to be of value to participants from all types of libraries and areas of specialization as well as to cut across state lines. It was the hope of the Conference Planning Committee that this opportunity to discuss common problems by librarians of diverse backgrounds would be a stimulating professional experience.

One unique element of the Conference was "D" (for Demonstration) Day on Friday. In line with the Conference theme of exploring changing perspectives, librarians participated in observing examples of practices and developments in library buildings, technical processes, and readers services in the Milwaukee area. "D" Day was an integral part of the Conference program.

The planners and participants in this Conference were greatly indebted to the City and County of Milwaukee and to the librarians of the Milwaukee Metropolitan Area for their outstanding contributions to the success of this major conference which proceeded so smoothly only because of their unstinting efforts.

ABOUT THIS PUBLICATION

In a varied conference attracting almost 2,000 participants to its many sessions, it was impossible to record and publish all of the presentations and discussions. In some sessions, prepared papers were not used nor were the meetings monitored by tape recorders. Included in this report are selected papers and recorded presentations (abridged and edited) which reflected the concerns discussed at the conference. John Eastlick's talk is an admirable commentary on the major sessions.

The concurrent meeting of the library educators of the four states, while not officially a part of the NCLC, was also recorded. The tape and transcription of this program are available at the University of Wisconsin–Milwaukee School of Library and Information Science.

The compiler expresses his appreciation to the speakers who made papers available, to the University of Wisconsin – Milwaukee for taping general sessions, and to program chairmen for their cooperation. All selections and editing, however, including any errors which may have occurred, are the sole responsibility of

Bernard Schwab
Madison, Wisconsin

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CHANGING PERSPECTIVES IN LIBRARIANSHIP

Dr. Lowell A. Martin

Your chairman set a trap when he suggested that I speak about changing perspectives in librarianship. I asked him how far I should try to look ahead, and with a flourish he said several decades — what about the year 2000?

Well, I don't know what the perspectives will be thirty years from now. The world won't stand still long enough for me to see what it is really like now. But it may be that we can get a little perspective on ourselves today by trying to look ahead at least a few years. What is coming, what will libraries be called on to do, and how ready are librarians for new perspectives?

When you pick up your pencil to set down various scintillating predictions, a few sobering thoughts occur. Let me remind you of a current example of misplaced prediction. In most discussions of the future the starting point is population, the number of people. So and so many by 1980, so very many more by the year 2000. As to the world as a whole, it seems that we will run out of standing room. But hardly has the print on the predictions for the U.S. dried before the birth rate takes a significant drop. Have you noticed the recent scurrying about by the population experts, who a few years ago were pronouncing predictions with great confidence, adjusting now to this elementary fact of the number of new youngsters born in the country today. Who can predict how rapidly or how slowly birth control will spread over the face of the earth. Would-be prophets should take a lesson from the triumph of the pill over the statistician.

A more defensible approach is to try to see ahead to alternatives. I would like to set a few of these alternatives before you, and then you can predict for yourself just where the library will come out and what the new perspectives will be.

Technological Change. I am not going to regale you with a long list of glittering gadgets that are just around the corner. One of the most penetrating and at times terrifying documents on coming technological change that I have seen is the 1964 report of the Rand Corporation, issued under the deceptive title of "Report on a Long-Range Forecasting Study."

We know about supersonic travel and space exploration. I will not speculate on the exact form of the library that will be established on the moon in 1975. But think of the implications of widespread weather control, or even more of genetic control. I do not believe the gene for reading has yet been identified, but it will be, and then the American Library Association can lobby for its inclusion in the approved serum.

The technologies that come closest to home for the library are those of computerization and of communication distribution. A library is a place for storing knowledge under a system that facilitates identification and retrieval as needed, which is also a definition of a computer. The printed page is a means for transmitting content from a source that knows to a recipient who wants to know, and this is also the function of the new communication devices.

How will the two relate, the library and the computer, the printed page and the electronic image? I don't know, but the basic alternative is clear enough. Either they will be coordinated or they will go their separate ways. Either the library will prove flexible, and will utilize the new technology where it does the job better, or the library will remain primarily book-oriented, steady in its tradition, while the computer for information storage and retrieval, and electronic devices for distant and convenient communication, will develop separately.

Both we will have, whether in one structure or more. It is clear that our society approaches an information overload, and that new means will emerge to handle it.

I do not believe that the library will promptly disappear if a separate computerized information system develops. What is a library for? Have I exhausted the possibilities when I say that it is for information? By no means. It is also — indeed it is fundamentally — for background or interpretation or insight or expression or whatever term you choose. Will we prefer to read a biography of Jefferson by facsimile? Will Toynbee be better if programmed? Do you look forward to poetry on a computer printout? These are corny questions, but not irrelevant, because despite all the talk of new communication the most remarkable fact is the continued prevalence and the durability of the printed page. We are all familiar with the predictions of the demise of the book by Marshall McLuhan, which predictions I note are set down neatly in very traditional linear print.

But it does seem to me that the library will be diminished unless it absorbs and exploits the new technology. We often go to extremes in reacting to the computer. Let me try to be just a little more specific on its prospects for libraries.

Distinguish if you will between the computer for bibliographic control, for documentation reproduction and distribution, and for information retrieval. The alternative on the first, so far as libraries are concerned, has I believe about been decided. Within the next decade many libraries will be utilizing the new technology to rebuild their bibliographic systems for identifying and locating resources. A national record of publications on machine-readable tape is undoubtedly coming. This will be used not so much by individual libraries as by regional cataloging centers, with products from the same record ranging from book catalogs for individual libraries to bibliographies for individual readers. We may well find it practical to do the bibliographic job more intensively; for example, I suspect that under this new system we will be cataloging individual chapters of books as well as the whole volume as a unit. But note that this does not imply some brave, new and basically different library world, but rather an extension, automation and centralization of what has been occurring all along: the making of an organized record of holdings, known as the catalog. The computer in this development will not perform some remarkable new function, and certainly will not make the tough decisions of intellectual identification and classification, but will simply be the computer as the librarian's little helper and more flexible record keeper.

By the second step of documentation control I mean not bibliographic identification of a publication, but mechanical access to the publication itself, from which photo-images and copies will be made for use at a distance — distance meaning anything from a faculty office a block away on the campus to another library at the other end of the country. This is not in never-never land but with us now; it is not only possible but probable that a reader will go this morning into a member agency of the library system of New York State, request an article in a journal located several hundred miles away in the State Library in Albany, and have a copy back by facsimile before he can pick up "The Carpetbaggers" and locate one of those juicy passages. I am confident that libraries will increasingly utilize the new technology for what I will once again call a traditional function, getting the required document off the shelves or out of the file and spread out in front of the reader.

The picture changes when we go to the third and most complex step of computer applications, that of information storage and retrieval on any significant scale. Here I doubt whether the leadership and fresh new applications will come from libraries, but I would be the happiest person in the world if events prove me wrong. You recognize that I am referring now to communication between a record of knowledge and a searcher for knowledge without going through the intermediate step of print or near-print duplication — instant publishing or individual custom-made publishing, if you will. This requires first an information orientation as distinct from the librarian's usual book orientation. It calls for imaginative new classification systems which libraries have not thus far shown much inclination to explore. It requires huge original capital investment, which is more likely to come either from large government installations, NASA for example, or from large commercial enterprises, the recently-organized combines of machine and publishing firms, for example. Finally, this development will call for area-wide concepts of resources and of users, rather than an institutional approach tied to a single municipality, or a distinct school system, or one university campus. I am not very sanguine that these new information networks will build up around libraries, with librarians taking the lead, particularly when I note how slow we are in achieving any genuine regional cooperation even in our traditional functions.

Information banks I suspect will first be built by special interest groups — scientific associations, for example — and then by private commercial interests. In time they will be consolidated into regional and national networks, very possibly under governmental or quasi-governmental authority, for soon or late we will challenge the holding of sources of information in private hands. Whatever the structure, in time — and very possibly in not too much time — everything from the price of eggs in the supermarket this morning to the latest analysis of the composition of the surface of the moon, will come directly into the private home, the office, the laboratory and the classroom by electronic image rather than by means of a library reference book.

In this whole area of technological development, one must resist being seduced by sirens. Do you know what was one of the earliest and most persistent predictions about the communications revolution? The facsimile newspaper received by television or telephone. But somehow this has not reached my neighborhood. The newspaper still comes as old-fashioned print on old-fashioned paper. The newsboy still delivers it in the morning — usually a little late, but with unerring accuracy in tossing it precisely into the middle of the firethorn bush.

Permit me one more crack at the computer, with which I trust we will maintain a healthy scrap in the years ahead. I take as representative a little scene I witnessed recently in a printing plant. A tape was feeding rapidly into a computer, which was activating a high-speed photo-typesetting machine, justifying right-hand margins and hyphenating words, and laying out columns on pages — all at a great rate. There was a steady, impressive hum as the machine carried on. Suddenly the computer came to a word it could not hyphenate. Everything stopped. A bell sounded. A high-school girl went over to the computer, and with a pencil indicated how the word should be divided, after which the half-million-dollar computer resumed its steady and mysterious pace. There you have it: a mechanical marvel so long as a human being has told it what to do — a helpless pile of junk the moment it gets one step beyond that point, waiting on the assistance of a high-school girl.

New Forms of Materials. Quite separate from future mechanical marvels, new forms of material are already with us, starting with the paperback book and extending to the newest photo-records from moon probes. We don't have to try to peer into the future to get an indication of how libraries will react to non-book sources; *we can look around and see what is happening today.*

The alternative is clear: either the library as of today, book-centered plus appendages in non-book form, or the library as a resource center, with a new materials mix, the multi-media collection, determined by purpose and clientele. Libraries of course have film departments and record collections and microfilm sections. In most cases the user finds these at the periphery of the library organization, serving as adjuncts to what is thought of as the regular collection. The book is the center—other forms are supplementary.

Even when the book remains the same in outward form, but changes in kind of content, it is slow to appear in the library collection. I am thinking of programmed books, one of the hot items in publishing. The programmed text is a subject book with an extra educational element built in, which one would think would have a special appeal for libraries. Yet you can look long through most libraries without getting any inkling that this interesting new form of educational publishing has occurred.

One does not have to use even as contemporary a form as programmed materials to make the point. Current reading studies indicate that while amount and range of reading of books has not increased much on the part of the general adult public since World War II, magazine reading has increased significantly. Libraries have magazines, primarily as a reference adjunct to the book collection. Librarians do not often think of them as a resource in their own right: they do not inquire as to what magazines regular patrons would find valuable separate from their extension and updating of information in books, nor do they capitalize on magazines as a means for reaching the disadvantaged, although studies show wide reading of such material by the under-educated. The book is the touchstone; other forms are acquired if they relate to this center. It is therefore not surprising that studies of the public image of the library consistently show that it is thought of as a book institution but not as a source of information in other forms. If the librarian thinks of his institution as primarily or essentially a collection of books, naturally the community resident, the student, the businessman, the specialist, the under-educated think of it in the same way.

Will the library of the future continue to be predominantly a book-oriented institution, with a smattering of non-book forms, or will it encompass the full range of present and forthcoming materials in a new multi-form resource center? I don't know the answer, although I can venture a guess. The book still plays a central role in educational communication, and will continue to do so in these next years. The book is what librarians know best and what they are organized for. The agency will probably be book-dominated for some time. However, as we go along, new forms will force their way not only into the fringes of the traditional library world but also into the central resources. For example, there is no question but what most libraries must turn more and more in these next years to utilization in some coordinated plan of resources at a distance, in other libraries, in order to meet demands of an increasingly specialized public. Our standard method for accomplishing this is inter-library loan — another book-oriented concept, and one that is dependent on the mails, a method of communication more suited to leisurely correspondence than to the pace of present-day activity. Inter-library loans in the future will seldom involve the originals but will be in the form of photographic or electronic copies.

New forms will spread and libraries will utilize them more and more. In time a new resources mix may well emerge, and it will not necessarily be centered on the book stack. But how widely and how rapidly this will occur will depend as much as anything else on whether the librarian's concept of his role evolves more toward functional use of resources, the point of contact between material and people, or whether it stays primarily with the subject concept of resources, the building of a reservoir.

Social Changes. So much for technology, the future shape and form and distribution of materials, the library hardware of these next years. What of the social and human changes in prospect? Here we usually get the litany of population, urbanization and suburbanization. These are very real factors having to do with where people are and will be. We know of the population trend to urban centers and then of the movement of people outward in the urban complex, and following them the wave of slums. But sometimes we seem to assume that the wave will conveniently stop where it is now. We speak of the "inner city" as though we were dealing with a limited infection when the truth is that city dilapidation is a cancer that is spreading throughout the organism . Urban rehabilitation — and by extension urban library rehabilitation — is obviously a priority social item of these next years.

But I suspect that if we project this all too familiar urban decline to the year 2000 we may be underestimating man's power of self-renewal. Certain of our older cities — Philadelphia, Baltimore and Atlanta for example — show evidence of regrowth at the center, not only for commercial but also for residential purposes. Several miles of Manhattan's East Side, which is as inner city as you can get, already constitutes the highest rental residential area in the world. Don't write off the central city library as an anachronism in the center of a physical, cultural and educational desert. Its patronage has held up surprisingly well in the face of the suburban trend, and within the time period we are discussing it may find itself in the very center of a revived urban landscape. A city library that is planning its central facilities and its future branch program on the basis of past trends would be well to look fresh at the ground rules, consulting with the most visionary urban sociologist that can be found before buying a single piece of land.

But I am less interested in where people will live, whether in the man-made excitement of Safdie's new Habitat or in the sylvan glens of Reston and Columbia. The more vital question is what the values of these people of the future will be, what the texture of their lives, what the range and depth of their culture.

If we should by any chance be on the verge of a renaissance, when man will really develop as an individual and as a citizen, as well as in the past as a worker, then there is little in present experience to guide us in the future. We don't have a populace thirsting for knowledge today and filled with civic responsibility, and we don't know what it would mean for libraries if we did. Assuming any such prospect, we might do better to go back and read about ancient Athens, rather than consulting the latest statistics issued by the state library agency.

What really has been our central goal and highest value as a people thus far in the century? All fancy phrases aside, what have we been after? At the risk of being labeled an economic determinist, I see the central goal that has prevailed and dominated as increased productivity. For the individual this has meant a higher standard of living. For business it has meant increased profits. From the standpoint of society, the best and most charitable phrase I can think of is greater productivity.

The application is not to business and the worker alone. This has been the motivating force of the school — to produce economically self-sufficient and productive individuals. This has also been the main impact of the university — to prepare graduates for more complex jobs and to conduct research which contributes, directly or eventually, to greater productivity. When we refer to the knowledge explosion we mean primarily utilitarian knowledge.

We wanted greater productivity and that is what we have achieved. The result is the affluent society. If you want to put it cynically, first we wanted enough to eat, then enough to be comfortable, and now enough to impress the neighbors. Samll wonder that some young people, who already have a Mustang automobile and who spent their junior year in Paris, do not find this a satisfying statement of their life goals.

What other underlying goals might prevade these next several decades? No doubt pleasure, physical and psychological, will be pursued assiduously. Man has worked; now he is learning to play, and given his ingenuity in whatever he puts his mind to, his forms of play will no doubt be wondrous to behold.

Other than the producer and the hedonist, there are the humanist and the civic man. I use humanism in the classical sense, the cultivated life of the mind and of the senses. We have no accepted word for this goal, the closest being culture, which usually carries overtones of superficiality. We all know of the spreading interest in art, music, the theater. I refer not only to museum art but also to the play of design and color in advertising, clothes, household furnishings, even kitchen appliances. It is multi-media art that accounts in good part for the success of Expo '67. Is this a temporary cultural kick, or a significant popular movement? In my own view it is more than a temporary fad, and constitutes part of contemporary man's search for meaning.

I can conceive of popular humanism, cultivated sensitivity, as a prevalent motive of these next years. Culture can be an appealing package, combining pleasure and mental exercise and a touch of creativity. The arts in the broadest sense may become the respectable person's LSD.

However, it stretches my credulity to believe that public responsibility, active civic concern on a wide scale, will come to the fore. We have not shown this quality in the face of the civic crisis of our time, that of relations between the races and genuine opportunity for all. This and other problems we see not as our personal concern but as the responsibility of an abstraction we call government, and we have a slightly indignant feeling that government is really not doing as much as it should about the matter. Whether business or professional, we are likely to work in the city and depend upon it directly or indirectly for our livelihood, but come 5 PM we escape, even at the cost of a long and expensive commuting trip, leaving the city with what we conveniently consider their problem.

If and as the cultivated individual and the civic individual appear, the library will indeed come into its own, or at least will have a golden opportunity to move into that central role in the school, in the community and in the society as a whole that is claimed in the literature.

One increasing aspect of our society can be predicted with assurance. We are becoming more specialized, producing more highly trained individuals, with growing dependence upon a professional and technical class. Almost surely well before the year 2000 college attendance will become as customary as high school attendance is today. An even greater increase of these next years can be expected in the graduate divisions of universities. We are moving rapidly into a period when our greatest resource will be human intellectual power rather than machinery or technology. The business that does not proceed to build up its human resources, creative as well as operational, does not make a good long-term investment on the stock market today.

We are becoming a society of specialists, not just in our universities and laboratories, but increasingly throughout the fabric of national life. A specialized society, but where are the specialized libraries? Here and there a municipal library with some capacity to serve specialists — university collections at intervals, again with some specialized capacity, but distinctly uneasy as to how far they can serve beyond the campus — specialized government collections that have seldom been made widely available. We have been engaged in a paradoxical experiment for some time, to see if we can sustain a specialized society without access to specialized libraries of real depth and scope. Without libraries equal to the task we will not be able to maintain specialization at a full level any more than we have been able to maintain education at a quality level.

It is said that we are entering a period of vast educational development. The other day President Johnson, between speeches on Vietnam, referred to the present "years of education", and just this week he called for an international year of education. I know about the increased number of students and I have seen the figures for new school and college buildings. What I don't know about is the quality of all this education. When I see statistics that relate to quality rather than quantity — salaries of teachers and librarians, for example, or average class size, or ratio of library staff to enrollment — the picture looks much less rosy. In a recent study of public libraries in California, the number of professional librarians per thousand population was found to have decreased by 20 percent between 1950 and 1965.

What of the years ahead? Will we stop talking and really act on quality education? If we do, the implications for libraries will be profound, for we know that students use libraries, whatever question there may be about other categories of readers. Project, for example, the implications of the educational goal of developing individual capacity of young people in school, after a long period when the underlying aim has been to bring all up to a level needed by the economy. If this new goal of developing individual capacity were really to prevail, the school of the future would no longer be organized into groups learning a lesson, like a platoon in an army marching up the hill and down again. Picture rather a beehive of human energy, of activity of individuals, each marching to his own drummer. Within this center of youthful growth, think not only of the gifted child spurting ahead but equally of the disadvantaged child catching up. This activity in the school of the future will lead increasingly to the library, for the library is more a place of the individual than it is a place of the platoon.

I think it more than possible that this country will really devote itself to education in these next decades. We have not discovered any substitute for individual capacity as the essential means to achieve whatever goals we adopt, nor have we invented any way other than education for developing individual capacity. Despite the premature pronouncements, we may really be entering a period of quality in education — pre-school, elementary, secondary, collegiate, graduate and professional, and continuing education through life.

If this is in prospect, the next question is whether libraries will reach out to the new opportunities, whether within schools or in educational development in the widest sense in the community. We have many potential sources of strength — the continuing educational value of the book, the considerable measure of intellectual freedom that has been preserved by the institution, the general public acceptance which it enjoys. When you think about the wide range of human educational interest, only libraries really have the matching range of faculty and subjects and curricula.

But I am not sure that all this is enough. You can have a powerful resource that is not used to capacity unless it relates itself to people. Librarians have been more resource-minded than people-minded. A book is more likely to be acquired because it fills a topical gap in the collection than because it fills a discernible need of readers. We have not probed as to the resource requirements of portions of the population who do not customarily turn to libraries, whether the very under-educated or the very highly educated.

In the past the librarian's question has been — how can I get the learner to the library? The future question will take the form — how can resources be projected to the learner? There is an important difference between these two. Librarians have pictured library use as people turning from what they are doing to come to the resource center we have built. In a time of new communication media, we should more picture how resources can be carried to people where they are, to be used as an integral part of ongoing activity, in the classroom, the home, the marketplace, the government office. Let me suggest that the building of strong central resources, on which we have made some progress, is only a first step. The next is to project the resources into the lives of people, by means of pipelines into the fabric of life. We have built the powerhouse; now we need power lines reaching out to get the potential used. This is alien to the librarian's concept of reservoir, to which the eager learner will come to dip up his pail of knowledge. Either we will learn to project our resources, or commercial and academic and governmental agencies will, and the library will come more to be a stand-by or reserve. These next years call for an outreach on the part of of all libraries, which in the earlier years of the century have been more concerned with inreach and the building of collections.

I remember the educational thrust among librarians in the 1920's. This is what attracted me to the profession. For a quarter of a century I have watched this educational motivation weaken, while librarians try to stay afloat in providing subject collections and handling information inquiries. Could it be that one of the drives that kept the public library going has faded just at the stage where it is most needed? Is this an institution for a minority at a time when culture finally seeps out through the majority; I mean this as an open question, not as a disguised criticism.

Conclusion. This has been a most fragmentary review of change, technical and social, which will re-define the library job. But in summary I have touched on enough changing perspectives to keep us all out of mischief for these next years:

- from a people seeking productivity alone to a people also seeking value and fulfillment
- from an educational system concerned with numbers to one seeking to develop quality
- from a society of workers to a society of specialists
- from a readership limited to the elite to a readership extended to the underprivileged
- from the first step of building strong collections to the further step of outreach of resources through the whole society
- from the traditional book to communication in new and ingenious forms
- from routines that sap our time and energy to machines that can free us
- from your own separate library to a unit within an area-wide resource
- most important, from an assumption that what we do is automatically socially significant to a professional re-commitment to library purposes.

Will librarians climb to a new perspective? Some clearly display a spirit of search and experiment. Others stand on what they have, defensive if challenged, scornful of the new. I leave you to judge which group predominates. Perhaps the prevailing attitude is one of watchful waiting and cautious trial. Certainly in a period of substantial change in education and communication, there has been relatively little change in libraries.

We are agreed that library perspectives are changing. But what do we mean? A little adjustment here, a new program appended there? I believe that much more is at issue and in prospect.

I could go either way. The school, the college, the laboratory, the community, indeed the basic social organization — all stimulated and nurtured from the nerve center of the library. Or the library as the respected matron of a bygone age, a little out of the mainstream, somewhere at the fringe of the action. I honestly believe that the institution has more than a gambler's chance of moving toward the center.

I know a way that librarians can hedge their bet, assuming they want to go for broke in the knowledge game. This can be accomplished by sponsorship and utilization of fairly basic research into how people use and misuse reading and information. Following research should come controlled experiment, to determine how the library can increase its impact. The winner will not be the group with the biggest computer; the prize will go to the one who understands people and communication.

I am sure that the year 2000, like 1900 and 1800, will include on the one side old and new means of communicating knowledge and on the other old and new people seeking to develop their capacities. Where the library will stand in this depends, it seems to me, not on hardware nor on organization but on what has counted all along — how much the librarian understands and commits himself to the aims and motives of his users, present and potential.

The key is not the library as an establishment but the librarian as an individual. May the Good Lord bless him with hope and with skepticism, with principle and with flexibility, with knowledge and with feeling, and above all with a sense of adventure.

LEGISLATION AND CHANGING LIBRARY NEEDS I

Lu Ouida Vinson

The topic, "Legislation needed to support an adequate school library program," is really very carte blanche. Despite the old saying that we cannot legislate people's hearts and minds, legislation is a major means of effecting rapid change, especially when sufficient funds are appropriated to carry out the intent of the laws that are passed. So, we can surely say that good legislation, with proper funding, is the keystone of any massive attempt to upgrade library service. The U.S. Office of Education has established basic goals in areas of libraries and material centers. For example, it is a federal goal for every elementary school to have a library and a trained librarian. The Office of Education also sees junior and senior high school libraries as integrated material centers capable of playing an expanded role in the total instructional program. To a large extent these goals are shared at every level. A report by the Academy of Educational Development from Milwaukee urges that spending on the Milwaukee schools be more than doubled by 1972. The budget was quoted as $68.5 million, and I noticed by this morning's paper here that the budget adopted for 1968 is $94.7 million.

What do you have in mind? I'm sure every one of you tonight have projected programs for your own school district. How to achieve them is the problem, and new legislation can assist both in establishing the concept and in finding the means of implementation. Our greatest need lies in manpower. And it is even more acute because it cannot be immediately solved. For example, let us assume that there were suddenly no motion picture projectors in any public school in the United States. The combined efforts of the existing manufacturers of this product could solve this dilemma in six weeks. But, if tomorrow able high school seniors in sufficient numbers to man libraries and instructional centers could be recruited, it would still take four to five years before they could be of service. Two kinds of legislation supporting recruitment are urgently needed: emergency recruitment to cover the next several years and long-range recruitment for the decade ahead. It must take place at all levels: national, state, and local. Certainly it must be financially underwritten by the federal government.

I want to read a paragraph from the Purpose of E.S.E.A., Title II, as set up in the 1966 guidelines, and I quote: "School library resources, textbooks, and other printed and published instructional materials should be made readily available on an equitable basis for the use of children and teachers in all schools, public and private, which provide elementary and secondary education as determined under state law, but not beyond grade 12. That school library resources, textbooks, and other printed and published instructional materials should be of high quality and that they should be suited to the needs of the children and teachers in the elementary and secondary schools." Now let me reread this in terms of manpower. "Trained media specialists should be made readily available on an equitable basis for the use of children and teachers in all schools, public and private, which provide elementary and secondary education as determined under state law, but not beyond grade 12. That these media specialists should be of high caliber, adequately trained, and that their work should be suited to the needs of the children and teachers in elementary and secondary schools."

E.S.E.A. needs additional titles to make such realization possible. Scholarship grants and other educational incentives are needed to interest more young people in getting librarian certification. Library schools, in turn, need to have more flexible organization so as to attract these prospects and to be able to embark on more imaginative programs. Coupled with federal, state, and local legislation designed to recruit new librarians should come upgrading of certification and salary schedules, to give these positions the prestige they merit. Very few states consider the librarian as a specialist from the standpoint of salary or position on the school staff. A Swedish educator, Dr. Hans Instrong, who recently visited this country to look at elementary school learning centers, inquired how persons advanced to be supervisors and principals. He was surprised to learn that very rarely was the path through the library or the materials center. To him the position of librarian or director of the materials center would be ideal preparation for a person aspiring to become a curriculum supervisor or principal. To achieve this upgrading will require give and take on both sides. Schools of library science, like any other professional schools, want to protect the identity of the librarian and to make librarianship a separate and distinct vocation. They are not in the business of training elementary or secondary principals. But the school librarian must be educator as well as librarian. Theoretically, he must have expertise in his knowledge of library skills. But a knowledge of materials and ways to get children to use them effectively is equally as important. Technical skills, which have dominated the librarian's job, must play a supporting role.

Turning to another facet of the problem, a lot must happen to libraries physically in the next five years. Many libraries are too small to become effective learning centers. Many are inefficiently located in terms of the total school program. Some elementary schools cannot even find an empty classroom to convert into a library. Recently, I was asked if I considered it legitimate to campaign for elementary libraries, when legal class size was still in excess of thirty-five students. My answer is, "Yes, it is both legitimate and necessary." We must move forward on all fronts simultaneously. Past experience proves that waiting in one area while another is cared for only slows down total growth. The same district that allows more than 35 boys and girls in a classroom is equally willing to allow no library. Legislatively, there is need to stiffen requirements for new and altered buildings, so as to guarantee sufficient library space and other related areas, such as work rooms, conference rooms, and individual learning carrels.

Not only is legislation needed to standardize space requirements, it is also needed to properly equip these areas. A report given by Mary Helen Mahar in Washington last month shows that in the recent E.S.E.A. legislation the bulk of the $100 million appropriated for Title II was spent for school library resources. Ninety percent, in fact, compared to four percent for textbooks and six percent for instructional materials. Twenty-nine states used no Title II money for textbooks. Eighteen states used no Title II funds for instructional materials. And, eleven states used all Title II funds for library resources. But we must remember this was for materials only. Equipment could not be purchased under Title II. If we are going to eliminate the unevenness of education, many school districts will require assistance to obtain the sophisticated equipment necessary for a proper materials center. Direct access dialing is an example. If direct access dialing is important at the secondary level, and if there is evidence to support superior achievement by students who have direct access dialing, then we have inequality in education if this method of getting information is not available to every student. On a less sophisticated level is combined auditory and visual stimuli make conceptual realization substantially easier for elementary children. Then we have inequality in education if such equipment is not available to every child.

It is interesting to watch Title III proposals. Occasionally one is approved that provides for setting up a model materials center, and even more occasionally one is approved for setting up technical centers for preprocessing and cataloging books and preparing other learning materials. Hopefully, Title III will fund even more of these projects. But we must recognize that its basic purpose is to encourage innovation in education. Consequently we cannot expect Title III to provide the means for transition from no libraries or limited libraries to full-fledged availability of materials for student use. Separate legislation will be needed to achieve this. While the problem of equipment looms large and the problem of providing adequate materials is still not fully solved, again legislation will be needed to insure funds to maintain the bredth and quality of the collection. I am greatly concerned about this. First, because it's so important, and second, because it is so easily missed. Often when I visit a school the principal or librarian wants to show me the physical setup of the library. Of course, I want to see it, but a casual inspection of the library is no measure of what is on the shelves. How carefully were the choices made? How balanced is the collection? How adequate? How fresh? The collection of materials is extremely important, and we need funds for more research to guide our choices. With the large number to new materials flooding the school market, the librarian or media specialist will have to have professional help in choosing materials.

Let me put some more figures to illustrate another phase of the materials problem. Nationwide, considering all instructional materials, expenditures rose from $2.70 per elementary child in 1965 to $5.00 per elementary child in 1966. Secondary school expenditures rose from $3.72 per student in 1965 to $6.42 per student in 1966. These represented an 85 percent increase for elementary and 73 percent increase for secondary schools. In the face of these really Gargantuan increases, think of the schools you represent. Are you now well equipped with materials for all student use? For most of you the answer is no. Thus you can see that support is going to need to continue at the federal level, that more funds must be spent, especially in the elementary schools. Some states still have vestiges of old laws that permit standards for library purchases as low as $12.00 per classroom — the elementary school — and a dollar a child in the high school. Both reform and standardization are needed in such laws. Hopefully one of the goals of the Governors' Compact on Education will be to standardize such legislation and then to demand sufficient federal funding to help make this standardization a reality.

In a somewhat different area, I think legislative change is going to be needed to make scheduling more flexible and to insure new types of learning programs. In some areas the non-graded high school functions efficiently. Other high schools are practicing team teaching and experimenting with paired learning. Contract assignments are other practices. Some of these programs would be impossible in states with strict requirements about the number of minutes that must be spent on a particular subject or with Regent examinations that must be taught to throughout the year. The librarian is going to need the authority and the support of proper legislation to encourage children to have genuine research experiences of a variety of types. This calls for personal challenge and dedication, for she is going to have to ask for new laws, show the need for them, and then prove the feasibility and wisdom of them.

Two other areas that librarians must watch with interest are the flow of materials and the matter of censorship. As to the flow of materials we presently enjoy very privileged postage rates for books, films and filmstrips, and records. On the other hand there is a considerable discrimination in the postal laws against manipulatives and other learning equipment. To enjoy the book rate, a pamphlet must have 24 pages. Yet we know that some topics can be adequantely covered in less space. The postal law needs to be amended to cover all non-propaganda printed material for education purposes including pamphlets, charts, models and so forth. A package of printed educational material weighing two pounds that qualifies as books can go anywhere in the United States for 15 cents. If it contains leaflets, charts, posters, worksheets, and is traveling to the eighth zone, it will cost $1.05. It will likewise cost $1.05 if it is a social studies game, a mathematical number line or a device to teach foreign languages. Such restrictions also sharply limit the amount of good free material industry will supply to schools. I presently know of a manufacturer who had in preparation a kit of secondary school materials on quasars and lasers. The company withdrew its plans when it found out how expensive it would be to mail this material. The amount of good free material available to schools has dwindled sharply. Companies that still provide materials try to limit them to less than a pound to avoid the zoned postage. Thus, many of the samples and models previously included are being eliminated from their kits.

On the subject of censorship, I think all of us as adults are weary of having to defend the right of publication and distribution of dubious books that seem to include lurid passages and sensational language primarily to increase their sale. Privately, in my own back yard, I could burn a dozen paperbacks presently being sold with great relish, but publicly you and I as librarians have an obligation in a democracy to fight for non-restrictive legislation in the area of censorship. In fighting for this, we are asking a lot. In effect, we are taking upon ourselves a subjective obligation. We are saying that we are capable of steering the minds of youths into wise and productive channels, so that they will be able to make sound judgments and build useful value structures despite the presence of books that state conflicting ideologies, that promulgate defiant and opposing ways of life, and that are burdened with disgusting and untenable expressions. We must rise to the responsibility and accept it with courage and determination. Supressing ideas has never been a solution to any dilemma. Censorship often underlines trash. John Ciardi, writing in Saturday Review, said that because he could not vote to ban a book didn't mean that he would not vote or reserve the right to damn it.

In short, all that I've been saying boils down to an exciting new concept of the role of the learning center or library and the capable persons who staff it. First give us laws and proper implementation to get able and sufficient manpower. This must be followed by adequate space, equipment, and materials, plus a flexible learning program and a teacher-pupil relationship designed to vest responsibility and obligation in the student. In the larger sense, all of these goals are concomitant. Manpower is undoubtedly the greatest priority; but we must be moving forward on all fronts at the same time.

If there is ever a time when a state library association should be busy, this is it. In fact the call for action is so great, and you people have so much to do, that there is little time to spend quibbling over details. All of you need to be working vigorously to get new programs adopted. I assume that each of your state associations has an active legislative committee, and I hope too that your library is represented in any local negotiating group that is requesting improvement from its Board of Education. I trust that you take action immediately when a call comes from Washington through your state legislative committee. Harold Howe says localism in education gives communities the right to have both good and bad schools, and the right has been liberally exercised in both directions. What the federal government is about now and what the states have been about for some years is to curtail the right to have bad schools. Harold Howe politely scolded Congress recently when he said, "The continued uncertainty in Congress as to appropriations and the distribution basis for Title I, E.S.E.A. has kept it from approaching full effectiveness. It is surprising to me and a credit to the educators in our schools that we have accomplished as much as we have under this program. Weeks after the school year has started, there is no school superintendent or board of education in the United States that has a firm knowledge of what funds will be available this year."

In reality, Harold Howe is scolding us, for we the voters are the movers of Congress. Laws are no good unless fully and properly funded, and we must make our wishes known. This is without a doubt the most strenuous period for libraries in the history of American education. Remember, every time we are successful in getting supportive legislation passed we somewhat relieve the pressure or stress needed to achieve the same end by individual effort. The challenge, therefore, is ours to meet. It's up to us to insure that wise and adequate legislation will be adopted in the years ahead.

LEGISLATION AND CHANGING LIBRARY NEEDS II

Robert R. McClarren

A historian of library development in the United States easily could make a case for the position that in the past 150 years the public library and its various evolutionary or devolutionary forms dominated the scene. There were more of these libraries and more librarians working in them, their patrons were more numerous, and more innovation and variety appeared in their programs. But this pre-eminence in these terms, at least, may be passing. Certainly, it is being challenged, and this gives legislation a special relationship to public libraries. While I know of no relevant indices and only some general statistics that might support this position, the thoughtful observer will find many signs: the rapid proliferation of school libraries; the burgeoning community and junior colleges and extension centers and regional campuses of colleges and universities; the appearance of new educational programs under the aegis of social welfare agencies; and the generation of information services in smaller businesses and industries. The thoughtful observer is also aware that in many of these areas, the library service previously given, however superficial or inadequate, was given by the public library and was considered to be a part of its responsibility.

In reacting to the resulting loss of actual or potential users, the public librarian has several choices. He may assume the character of the unshakable optimist, disbelieve the indications, and believe that what was, is, and will always be. Or he may resign himself to his unfortunate condition and commiserate with his fellow librarians. Or he may recognize the realities of change in the library world, appreciate the appropriateness of the transfer of some of his previous responsibilities to new or revitalized libraries of other types, and welcome the opportunity that this freedom brings to essay new programs of possible service. In trying harder, either in executing the residual responsibilities better, or in opening new areas of service, the public library will be dependent upon legislation to a greater degree than the other types of libraries. Unlike most other libraries in this country, public libraries specifically are products of a legislative opinion in various states that they are institutions for the discharge of the state's responsibility for the diffussion of knowledge. They are created and perpetuated as extensions of the state, either directly as political subdivisions, as are the public libraries of Indiana, or as subdivisions or departments of political subdivisions, as in the case of most other states. The authority for and the appropriation or levy of funds for these extensions of state responsibility are specified. Likewise their purposes, powers, and duties devolve by statute, regulation or legal determination. To change the fiscal support or materially change the authority for the program of the public libraries will likely require legislation. Additionally, as municipal corporations or agencies, these libraries are subject to the general legislation affecting municipal corporations. And, too, frequently because of the detachment from the rest of the political scene, — libraries fail under general legislation, because it fails to recognize the unique requirements of public libraries; and exceptions, which are difficult to enact, are required if a library is to operate economically and efficiently. Judging from the manifest degree of ignorance and lack of involvement in legislative activity by public librarians, their trustees, board members or directors, or their partisan constituents, this large and prominent segment of the library community must not be aware of the potential of legislative action in terms of the current need. But if the public library is to meet the challenge of changing needs, the potential of legislation on behalf of the public library must be achieved.

For public library development now and in the immediate future there are several areas of specific legislative concern. Attention to these concerns as I give them is not to ignore the proposals which appear in each legislative session, which advertantly or inadvertantly would restrict the operation of the public library. Nor do I ignore in practice the general legislation in such areas as tax exemptions, copyright revision, and anti-obscenity laws, which apply to libraries of all types. If you wish to see the broad span of legislation which affects all types of libraries, you might be interested in seeing "The Federal Legislative Policy of the American Library Association," a pamphlet which gives very briefly the legislative policy of ALA and covers the various areas of possible legislative action. This pamphlet is published by the American Library Association and may be secured from the ALA, Washington office.

In talking about areas of concern, I'm not going to talk about specific legislation which affects public libraries. This too can be found in other forms, and I refer you to the current American Library Association Bulletin, the October, 1967 issue, which has in it over 30 pages of explanation about current, specific legislation affecting all types of libraries. But in the general areas of concern, with which we have a continuing responsibility for attention and action, let's look at these: First, we must find a way to escape the limitations on library progress which the philosophy of federalism places upon federal public library programs. To fail to do so will permit the continued crippling of existing programs and the jeopardy of possible future plans of development. The federal Legislative and Executive branches increasingly recognize areas of library service in the various states, which the individual public libraries either cannot or will not provide at the level required by twentieth century standards, and then these branches authorize remedial action. These federal agencies are forced by the philosophy of federalism to vest responsibility for administering the course of action in the appropriate agencies of the separate states. In many cases this is most ironic. For these very agencies for many years likely have had the authority to identify and remedy the situation, now the subject of federal concern. Had these agencies had a capacity for execution which matched their authority, they would probably have done so, and the federal programs in this area might have been unnecessary. In this circumstance, the responsibility placed on state agencies emphasizes the lack of capacity of many state library agencies to serve as agents either of federal or state programs. The federal agency also, unfortunately suffers from this problem.

Second, despite the weakness of state library agencies which, to a lesser extent, is shared by the federal library agency, the libraries must look to these agencies for direction of programs, advice, and central, state and federal services. Indeed, often the state library is viewed by the library profession as being the patroness of the public library, and thus there is a close bond between public libraries and state library agencies. But we must find ways of strengthening these agencies by minimizing political influences, securing adequate financial support, assuring administrative integrity, and encouraging the development of a staff which is capable of providing the leadership and the level of consultative and supportive services necessary.

Third, we need to recognize the essentiality of inter-library dependence in state legislation through the authorization, development and support of public library systems such as we see in New York, Pennsylvania, and Illinois. Among the criteria for an ideal public library system are 1.) A definition of a system area as coextensive with an existing trading area or an area of similar social focus and with such an economic base that acceptable service is possible. Unfortunately in many cases the potential service area is not considered in developing a regional pattern, and again the region tends to follow the existing political boundaries without respect to the people served and their focus of attention and interest. 2.) Mandatory establishment of locally supported library service in all areas of the state without local library service. 3.) Restriction as to the minimum size of libraries which may be established. 4.) Adequate financing for the present program with provision for increased financing to meet future needs. There should be, in an ideal system, regulation and plan, a provision for compensating for changes in the purchasing power to support that system. 5.) An equalization of support for basic services in areas where maximum local support is inadequate for basic services. 6.) A basic program common to all systems. 7.) Opportunity for innovation and variety above and beyond the basic program but secondary to it. 8.) Certification of libraries, with financial incentives for those meeting certification standards.

Although the plans in several states ultimately call for systems which include all types of libraries, no state yet has done so. But if libraries are to serve their constituents, whether they be adults in an independent, self-directed study program, a sixth grader who's writing about holography, a high school teacher taking Ed. 762 Monday nights from a State University Extension instructor, or an engineer in a small rubber company who has a citation to a Chinese chemical journal — interlibrary cooperation between all types of libraries must be supported. Ideally legislation for library systems would view an area or region as a totality of all the libraries, of all the materials, and of all the library users in that area.

Fourth, careful attention must be given to possible changes in the fiscal support of public libraries and public library programs. We must be prepared to react to these. At present most public libraries depend upon property taxes. A major tax reform appears to be in the making and the primary target is a dedicated or direct tax such as the property tax for library purposes. In federal programs there may be a shift from categorical programs, an example of which is the Library Services and Construction Act, to general programs.

Finally, there is the necessity of providing a metropolitan area library service. Tomorrow it will be megalopolitan library service, and we had better start now. If system development is tardy and does not include the metropolitan problem, then this is something that we must solve outside of the system development.

Public libraries have a high potential for successful legislative action. They have more manpower, thinking of all their constituents, greater freedom of action and they are in closer contact — or can be — with their legislative community. The legislative concerns of public libraries match this potential. It is up to you, the public librarians, to determine whether the public library will be preeminent, eminent or posteminent and who wants to be posteminent?

LEGISLATION AND CHANGING LIBRARY NEEDS III

John H. Moriarty

All educational legislation by the Congress is of interest to academic librarians. Take, for instance, the National Defense Education Act of 1958 and its amendments and appropriations. These are bringing high school graduates into our college freshman programs with considerably heightened library expectation. The improved school libraries are preparing students now to use college libraries more intensively and quantitatively than did the same type of freshman only a decade ago and certainly the impact of federal loan legislation for college students and for the special class of students who have had military service is felt in the rising number of college library users. Now to get down to talking specifically about academic library federal legislation, it would be insulting for me to believe that most of you have not heard of most of the major bills, so what I would like to do is to group these and my comments in four ways — 1.) Funding for academic library materials and collections. 2.) Funding for library buildings. 3.) Funding for academic library services and 4.) Funding for library research and training. These last are included by me because however general and broad the research and training may be, the conduct of them will be for the most part in academic institutions.

To take up the first topic, namely the funding for academic library materials and collections, I should begin with the pertinent sections of the Higher Education Act of 1965. Title II of this act authorized (1) a sum up to $5,000 to be added to the book funds for each college and university library, (2) special purpose financial help in securing library materials to be matched by one-third addition of local funds, and (3) supplemental book funds to handle mounting enrollments up to a figure of $10 per capita. All of these figures are subject to interpretation called guidelines issued by the Office of Education, and to the provisions of annual appropriations to be made by Congress. In general, Title II has worked out to foster the poor and struggling college library, the provision of cooperative and regional library arrangements, and the college willing to take in a lot of students. These purposes from national and social points of view are exceptional. The larger and well established institutions feel little benefit, and the professional librarians in such institutions do not speak up too enthusiastically about Title II. They should be reminded, and this should be done regularly, how beneficial Title II is to the 1500 or so struggling college libraries. Another source of funds for materials to stock academic libraries is the Medical Library Assistance Act of 1965, which is another omnibus program, but I will discuss its library local materials and resources aspects here. These include authorizations to acquire books, journals and audio-visual materials. It started out as a 2 million dollar appropriation for '66, and there is authorization to go to $2,700,000 annually for five years beginning with fiscal year 1966. Of course, most medical and paramedical libraries will be departmental or school libraries within a university library system and even $2,700,000, when it has been spread thinly across the whole U.S.A., means as a rule no one library gets large additions. But these funds will help to improve the quality of medical collections.

In speaking of library collections being improved, a brief mention should be made so that P.L. 480 is not forgotten. This law goes back ten years to 1958 efforts by Representative John D. Dingle of Michigan and our own Ed Low. It authorizes the Library of Congress to use U.S.-owned foreign currencies, generated from the sale of agricultural surpluses abroad, to the extent that funds are annually appropriated by the Congress for the purchase of books, materials and other items — usually newspapers — and for their distribution to American libraries. As the end of the first decade of the program's operation approaches, between 7 and 8 million items, representing thousands of titles in more than twenty foreign languages have come to American libraries from eight countries in East Europe, the Near East and Asia. Included in this total are foreign language materials received to serve scientists and scholars in about forty research libraries and selected groups of English language publications from Asia and the Near East which are sent to more than 300 American libraries. Printed accession lists prepared overseas in the course of operations have provided essential bibliographical information on the publications of the participating countries. These publications cover subjects such as sciences, politics and government, economics including business, industry and commerce, social organizations and problems, religion and philosophy, the arts, music, literature, history, and archaeology. The Council of Library Resources has just given a $9,500 grant to provide a study of the intellectual impact of this material. It is true that only some dozen libraries are the principal holders of such collections, although as noted a goodly number of other libraries also receive many items, but a wonderful value of these resources is their full cataloging in the National Union Catalog and now a widely circulated description of them under Council of Library Resources auspices. By these means the faculties of our colleges and all inter-library loan librarians can bring international resources to our local user's service.

In addition to these major items of federal support, it is heartening to notice that in certain new proposals such as the one for nursing education now in the legislative hopper, a sum of up to $6,000 for books for any one school is permitted. I say it is heartening, not because $6,000 is a substantial amount, but that any knowledge of such a need and any legislative responsibility for meeting it has been accepted by the Congress.

The second type of support for academic libraries which I would like to emphasize is that for the campus library buildings. The amounts for grants of this type run into millions of dollars. They have been granted as a result of the Higher Education Facilities Act of 1963 in which library buildings were specifically named as an authorized type of campus building eligible for grants. The money is available for both publicly and privately supported buildings. It has brought on perhaps three-quarters of a billion dollars of library building on campuses across the nation. Finally in fiscal '67, an amount of seven and a half million for medical library construction has been appropriated. The funding is always partial, requiring substantial local effort to which a federal share of three types is added — undergraduate facilities, graduate facilities and loans for construction. The total federal input runs to about one-third of such projects, depending upon state and local arrangements. Again, the magnitude of the local input often strains the particular college's budget and funding so severely that the federal share is made to seem less a welcome gift to the president and more like a kick upstairs. It must not be forgotten, however, that it is often literally an upstairs move out of a basement, and the attainment of a new library building is worth the stress, however attained.

The third type of service program afforded by federal support to academic libraries that I would discuss is exemplified best by the section of the Higher Education Act of 1965 known as Title II-C. This is legislation which the Association of Research Libraries lobbied very hard to get into the law. It provided that the Library of Congress undertake cataloging service for most of the world's book publishing. Title II-C enables Library of Congress to acquire all current foreign publications of scholarly interest with specially appropriated funds, to catalog these promptly upon receipt, and to distribute this bibliographical information by printing catalog cards and by other means. When this service is added to the Library of Congress' cataloging of U.S. book publication, we librarians are almost at last at a stage of true world-wide cooperative cataloging. This year, Library of Congress has had 3 million dollars for this activity and fiscal '68 may see an added 2 million more at least. The wonderful story of how LC has taken leadership in implementing this Act of Congress is a tribute to it and to American librarianship. The National Library of Agriculture is bringing out a true printed catalog of its tremendous research holdings to add to the catalog of the National Library of Medicine and of course the National Union Catalog done by LC. The Congress in these latter cases, by appropriation acts, has brought American libraries of all types but particularly a goodly number of academic libraries, close to a true ability to be functional bibliographical centers for current world literature which potential was only a dream a generation ago.

With the British Museum Catalog just published and the pre-1956 National Union Catalog at the point of subscription, well over a thousand American libraries will soon be able to claim very respectable status as control centers for both retrospective, and as noted above, for current world literature. Of course, all this will cost something locally. For our always modest library budgets, the great national catalogs mentioned are expensive items. What we must remember however, is that the book funds we pay out are mostly for the printing costs and little more. The great costs of preparation of the contents are done largely with government appropriations, and our government affords us tremendous bibliographical service which bring us ever higher professional status.

The fourth and last type of federal funding which affects academic libraries is that for library research and training. As I noted above, these funds will be spent as a rule in the University setting and while hopefully affecting all libraries, will first and continually affect academic library services. The funds for library training in the Higher Education Act of 1965 started out as one million dollars, went to three and a half million dollars in 1967 and may go to eight and one fourth million dollars for '68. This latter is not a true increase for it reflects the transfer of funds for the support of school and audio-visual library training institutes formerly in the NDEA legislation. Funds for medical librarianship are available in the Medical Library Assistance Act and there are small amounts available in the Library Services and Construction Act, Title IV, to aid training of librarians for correctional institutions. All told, however, the library education support and its affect on academic libraries are only promising. It is comforting just the same to hear that 501 fellowships have been awarded for 1967-68 under the Higher Education Act, that 116 of these were for doctoral opportunities at $5,000 a year or more, and that specific federal legislation for library school faculty assistance and for library school student help is a great change in just one quinquennium.

The Library research funds available are also small. This year they were $3,550,000 and may only be the same sum next year under the Higher Education Act. This year the largest award in the new program was made to the University of Illinois which will engage in four research projects. It will receive $432,000. Other major awards were to Stanford $417,000, the University of California at Berkeley $321,000 for two projects, Duke University $300,000, the University of Maryland $235,000 for two projects, the University of Minnesota $194,000, and Rutgers $108,000. It can be seen that of these grants announced by USOE on July 18th of this year three-fifths of the awards went to seven large universities. The effects on their libraries should be substantial even if a considerable amount of the research work is general in application. Of course, research on library problems has been sponsored by the Cooperative Research Program of the Office of Education and also by the National Science Foundation, notably at the University of California and Purdue. Effects of research are hard to pin down, excessively so perhaps in the behavioral sciences which figure largely in library and educational problems, but these invested sums this year and almost surely in succeeding years should do much toward taking some of the intuition out of library service. We can hope that the fundings will give us principles and models which we can offer to the younger scholars in our own field which they may improve or exchange with scholars in related sciences and disciplines. Best of all, library research is being put on a full time basis for its investigators who are not going to have to serve part or full-time on professional or teaching staffs and just give what spare time they can to research. Even if only a few investigators or doctoral candidates can study our problems full time, we all and the readers we serve will be benefited.

The legislative achievement is skimpy compared to the need, the opportunities opened up by it are wonderful if the stress is on the real appreciation of the word 'opportunity'. It really means just the opportunity to work hard with the chance for betterment ahead of us when once not so long ago it seemed to so many of us that we only just had to work hard and little else ahead of us.

LEGISLATION AND CHANGING LIBRARY NEEDS IV

Dr. Edmon Low

Federal Aid to Libraries, as you know and as said here, is a fairly recent phenomenon in the library field, and librarians made a first serious bid for some funds just about a decade ago back in 1956 when the Library Services Act was first passed.

That act provided authorization for $7,500,000 annually, but only $2,500,000 was actually appropriated. Now, in Congressional jargon there is a difference between authorization and appropriation. First, go through the mill and get authority to appropriate a certain amount of money. Usually, that's the hardest thing to get through. Once you get the authorization, you can generally get the appropriation but you do have to go back again through the Appropriations Committee and get them to appropriate what has been authorized. Last year in the Congress there was authorized, but still again not appropriated, over a billion dollars for library activities of all kinds in the country. That has not all be funded as yet, and the chief problem is the escalating cost of the war in Vietnam. Nevertheless, the authorization was still the most important part of the battle, and we did win that battle.

Apparently at first no one anticipated how popular library legislation would become, and it was not really until about five years ago when the extension of the Library Services Act was up for renewal and had been bottled up in the House Rules Committee. It was brought out by the most overwhelming vote that had ever been given in the House over the Rules Committee to bring legislation to a vote. Only five people in the House voted against it. The overruling of the Rules Committee in that way was unprecedented, and for the first time it demonstrated to the members of the Congress the power of the librarians. From that time on, while Mr. Kennedy was president, our legislation became administration legislation.

Since we face this situation and the fact that in my opinion federal aid to libraries is here to stay, I would like to comment on a few topics at this time. The first is a matter of cooperation. We're hearing much more these days, and justly so, about cooperation. No library can be everything to everybody, no library can get enough materials, it seems, a small library or even the biggest libraries, to answer all the questions that come to it. So we must try to coordinate our efforts and coordinate our resources. Mr. McClarren was touching upon that in his paper, emphasizing in fact, that we must get our resources together and all kinds of libraries must make their resources available to each other.

You have in any state or in any given area pools of resources in certain places and not too far away some rather barren areas in regard to resources. We've got to smooth this thing out as much as we can. Our college and university libraries can do a great deal in that respect, and we haven't done as much as we should in the past because I feel that we haven't taken the leadership in this in the way that we should. We often are the ones who have the largest amount of resources and yet we've just gone along in our own way, interested in our own kitchens, not looking at the situation as statewide or areawide to see what is needed and how we could help.

We have got to get together on cooperation, and I think that Title III of the Library Services and Construction Act, which provides for encouraging cooperation and cooperative planning among all types of libraries may be one of the most significant pieces of legislation that has been passed in recent years. It is just a starter, and they've just made a little money available for planning, but I do know from talking to people in Congress and the Office of Education that they have great hopes for this program and they're going to provide money to encourage it — if the Vietnam War will ever settle down.

But this will shake down in one way or another, it just has to one of these days and when it does, there is going to be all sorts of calls for domestic programs and there will be money to put into domestic programs that is now going into the military budget. This military budget is just tremendous. 70 billion dollars or so a year. To take two or three billions for a domestic program after this stops is not going to be big money looked at from the level of federal spending. And the man who is the legislative liaison man with the HEW with Congress was telling us at our meeting of the legislative committee last year, "Now, while this war goes on you just kind of have to do the best you can, but the mistake you're likely to make is that while this goes on you get interested in trying to get a few hundred thousand dollars more, or a few million dollars more in the interim, but you forget to think big and plan big and then when this thing does break open, if you don't watch out, you'll be caught with too small planning." So you must be thinking in long range terms and in big terms.

One of the things that you must be thinking about all along are sound programs. Just in the nature of it, when you have a small program you can pinpoint it, you know exactly what you want to do with it. Then, as you get into bigger programs they naturally get fuzzier. So it requires cooperation, hard thinking and clear delineation of aims and efforts to measure as accurately as possible the results of the programs, adjust them as they go along, and give evidence that the money is well spent. If you can do that, looked at in the long run, you can get money for just about any kind of program that you desire.

We must have patience to come back and work and work again, and a year or two years or five years really is not long as we look at the legislative process. When we got the Higher Education Act passed about five years from the time we started, they said we made quite a record. Usually it is ten years before you get anything through.

I would like to close by reading a couple of paragraphs at the end of my speech at Allerton Park, since it expresses my feeling about the opportunities that are provided by federal legislation. A parallel can be drawn between our libraries and our highway system. We have had highways for years and lots of problem of sorts and a good deal of local choice of where we got on and got off and how fast we go and where we wanted to make a driveway or build a hot dog stand or filling station. This system, however, just couldn't get the job done. The roads became hopelessly clogged with traffic, the roadbeds could not stand up under the heavy trucks, and travel for a considerable distance was a nightmare. So we now accept and welcome massive federal support which makes our burgeoning interstate system possible, and wonderful advances are being made. But, when I get on one of these superhighways I accept certain limitations. I have to drive above a certain minimum speed, may not be able to stop off at some village that appeals to me, and I race across some sterile landscape when I might rather drive more leisurely down a winding tree-shaded rural highway. So, I accept certain limitations in return for the obvious benefits derived.

Our libraries are the same as our old roads. They're not getting the job done as well as we would like and the principle of federal aid is somewhat the same. The promotion of multi-county libraries to serve sparsely settled areas, the necessity that academic libraries help undergird the many social programs of the Great Society, the demands that they support with their resources the tremendous programs of research underway and finally, the prospect of the introduction of machines and computers and long distance transmission and proposed regional, international networks of information which may be as far advanced over our present library operations as the jet plane is over our superhighways, all call for a whole rethinking of our concepts about the role of libraries of all kinds, and I think we should gladly accept state and federal aid for our cause.

Therein lies the most fundamental impact of all federal legislation, the fostering of the belief that we can now dream and plan far beyond our old horizons to build libraries and offer services not even offered a decade ago and know that if our dreams are good and plans are sound, resources will be available to make these dreams come true in such a manner as to promote and preserve the greatest initiative in and local control of our libraries and their wonderful contribution to our American way of life.

LIBRARY PERSONNEL – CRISIS AND CHALLENGE

I. What Are Our Actual Personnel Needs?

Dr. Frank L. Schick

The needs for library personnel are so acutely felt in all types of libraries in all grades and positions that the ALA this year gave it special attention during its Annual Conferences. All of you have probably seen the attractive May 1 Library Journal cover labeled in bold letters "CRISIS". Most of you knew before looking at the small print below that the manpower crisis was meant and not that of resources, buildings or of other library requirements. I know about this critical situation by looking at our Bulletin Board for vacancy announcements.

As a Graduate School we have only been in operation for one year, and requests for personnel come from every state of the Union. During the last week of September they came from California, Colorado, New Jersey, New Hampshire, New York, Minnesota and Wisconsin. Of our dozen graduates, beginning salaries ranged from $7200 to $8400.

We share this crisis with many other professions and the reasons for the skilled manpower shortage are obvious: an exploding population with an ever-growing enrollment in all types of schools due to the stress of educational accomplishment in a predominantly affluent society which can afford and demands the best of services from its physicians and nurses and has started to supply the funds for improved library services.

Reasons for the Shortages. The crisis has not come upon us suddenly. It has been in the making for at least 15-20 years and until two years ago not much had been done about it, either nationally or on the state or local levels. Between 1950 and 1960 all library schools graduated about the same number of librarians – around 1700-1800, but the population increased from 150 to 180 million. From 1960 to 1965 the total population moved to 195 million and librarianship finally started to move in 1960/61 from 2200 to about 3500 graduates in 1965/66, a 59.1% increase. According to a study of Dr. Margaret Monroe we could have used about half that number right here in Wisconsin to staff up to adequacy. Obviously, we didn't get them here any more than you got them in Illinois, Iowa or Minnesota. This increase in the 60's was completely wiped out by federal library legislation.

Let me explain what I mean by this statement. Surprising as it may seem, but actually from the founding of the Republic until 1956 the federal government supported only its own libraries, and the financing for all types of libraries was left to local and state funding. In 1956 the Library Services Act was passed and started a program which moved from $5.6 million in 1957 to $133.2 million in 1966. Under this act funds for salaries and wages increased from $2.2 to $69.8 million. For library materials these funds rose from $2.0 million to $29 million.

The point must be made here that no direct support had been given to library training until 1965 when Title IIB of the Higher Education Act became the law of the land. I mention direct support because a very limited amount of funds was given to scholarships through the Library Service Act, but I believe there were at no time more than 100 such grants made by all the states combined. Under the National Defense Education Act Institute Programs were made available to school librarians but this limited opportunity aimed at improving qualifications of existing personnel and did not bring new positions into libraries. By now the total federal expenditure for libraries has passed the $232 million mark and yet the funds for library education have not gone beyond $3,500,000. This means that federal funds supported in 1966/67 139 Graduate Fellowships under Title IIB of the Higher Education Act and 70 under Title V of the Higher Education Act for school librarians. All told probably less than 300 new graduates entered the profession through these grants.

My thesis is that while federal funds have helped libraries enormously and have brought millions of volumes into libraries, they have actually strained manpower to the crisis point where we find ourselves today. In Title IIA of the Higher Education Act which currently provides for academic library resources and Title II of the Elementary and Secondary Education Act which provides for materials in elementary and secondary school libraries, no funds are allocated for library manpower.

A Closer Look at the Academic Library Manpower Situation. We conducted, at the School of Library & Information Science – UWM, the 1965-66 College and University Library Survey for ALA so I can demonstrate what happened in these institutions over the last 7 years. Seven years ago these libraries spent almost 62% of their operating budgets on salaries – now they spend only over 56%. Since individual salaries and wages have risen considerably, these data confirm the assumption that positions are underfilled and manpower requirements are in a critical state. Seven years ago these academic institutions employed 18,000 staff members. Today they employ 29,000. Seven years ago 50% of the employees were professionally trained, today only 45% fall into this category, but this doesn't really tell the story. More significant is the librarian-student ratio. It was 1.378 and is now 1.454. Service to students and faculty must be curtailed and hardware and automated equipment serves to fill some gaps, but unless a balance is brought about between resources support programs and manpower requirements we will have entered the age of the library materials log jam. This crucial imbalance between resource and manpower requirements must be solved on all levels, in all types of libraries.

Crisis Within a Crisis. I am not going to enter into the discussion of what type of library manpower is needed or what kinds of degrees should be produced nationally – what percentage of PhD versus advanced masters or 5th year masters or technicians degrees should be produced because others will cover this topic. I want to say, however, that our doctoral program isn't much, numerically speaking. This situation is creating a crisis within a crisis because academic institutions don't like to employ non-PhD faculty members and appointing authorities are not impressed with the argument that there are not enough PhD graduates to go around because they hear the same argument from physicists and chemists and engineers as well. Between 1925 and 1960 we produced 224 PhDs and between 1960 and 1965 some 60 more. All told, there are probably not more than 300 PhDs in the United States. This would leave about one PhD for each library training program. We have borrowed, in library schools, a few more from Education and other disciplines – but the shortage is truly acute and hampers training of other librarians severely.

The Manpower Gap. There are two ways to assess the existing library manpower gaps: by either using ALA standards or by using budgeted vacancies. According to a study by Henry T. Drennan and Sarah R. Reed entitled "Library Manpower" which was prepared for the 1967 ALA Conference "Crisis in Library Manpower – Myth and Reality" the following data were given for budgeted vacancies:

In academic libraries	760
In public libraries	1147
In public school libraries	2300

which brings this figure to a national total of 4207. Added to this should be the figures for non-public elementary and secondary schools and special libraries and information centers which, conservatively estimated would raise the national total to at least 5500 positions. These figures apply to 1965-66 and are now two years behind. All available figures indicate that during the last two years the shortage has grown and again conservatively estimated would stand today between 6000 and 6500.

However, the concept of "budgeted professional vacancies" is a very conservative approach to evaluating shortages because such vacancies are under-reported and in actuality they are frequently underfilled – staffed by a person with lower qualifications than the job description calls for.

When assessing manpower shortages, data from 3 other sources are available.

1. On March 16, 1965, Francis Keppel, former U.S. Commissioner of Education, in his testimony before the Senate Subcommittee on Education of the Committee on Labor and Public Welfare mentioned a 106,000 vacancy figure (4000 for academic libraries, 4500 for public libraries, and 97,500 for school libraries.)

2. In February of 1965 the Manpower Report of the President and a Report on Manpower Requirements Resources, Utilization and Training made the following comments about Library Manpower:

> The profession of librarian is still another with a current scarcity of qualified personnel where a great increase in employment would be required to implement recommendations made by the President in his Message on Education. The 100,000 increase in the number of school and other librarians called for in this message would, in fact, represent more than a doubling of the present number of professional librarians.
>
> The current rate of graduations from schools of library science is far too low to provide for such an increase in personnel, especially in view of the need to allow also for replacements for those leaving the profession. In 1964, for example, fewer than 2,800 people were granted degrees in library science.
>
> To attain the goal recommended by the President will require a personnel development program of major dimensions and having many facets. For example, there will be need for expansion in facilities for professional training and more provision for financial aid to students. Widespread efforts to improve salary standards and other conditions of employment will be called for also, in order to attract more people into training for the field and bring back to it persons who have shifted to other employment, as well as women with training in library science who are not now in the labor force. There is need also to explore the possibility of using more library technicians and clerical assistants, in order to release fully trained professional librarians for the tasks only they can handle and enlarge total personnel resources in the field.

The ALA National Inventory of Library Needs which was published in July of 1965 refers to a manpower need of 87,000 public school librarians, 6,400 public librarians and 3,800 academic librarians which would bring the total to 97,200 positions.

This data was arrived at by using the existing ALA standards as yardsticks. The results of these evaluations vary between 106,000 and 97,200. They are rather close together and average out to a 101,200 manpower gap. They are already two years old.

Depending then on your choice — the use of standard or budgeted vacancies — and there is no statistical contradiction — our requirements today lie somewhere between 6500 unfilled vacancies and some 101,200 additional positions to provide for minimum adequate service. The gap is enormous and means must be found to fill it. If the federal support program does not significantly increase, it would take about 15 years to fill the budget vacancy gap — which by then would have gotten completely out of hand. How long it would take at this rate to fill 101,200 vacancies would be an exercise in futility to figure out. For this reason, it should be said that one direction we may want to look is at the federal library grant program. A recent tabulation of Legislative programs which appears in the October, 1967 issue of the ALA Bulletin mentions 72 laws or parts of laws which have some relevance to library development. 18 of these laws or parts of laws have a direct relevance to libraries and will not have to be shared with other agencies or organizations. Funding for these 18 programs, as I already mentioned, will exceed $230 million unless they are reduced by last minute cutbacks due to our Vietnam involvement. Of these $230 million, not more than $3.5 million would go directly to the support of library training and from all federal sources not more than an estimated $5 million would be used to produce additional library manpower on the masters, postmasters or doctoral level. If library manpower is in the state of crisis — as the literature comments and conferences around the country indicate — the national library manpower imbalance must be rectified, (I) by funding from all sources now going to library development, (II) by some internal adjustments within the library profession.

Among the means I would like to exclude is one which has been mentioned frequently and prominently: the image of the librarian. This problem still exists, but we may have reached the point where we can de-emphasize it and stress other approaches. There was a time when librarians were not mentioned prominently anywhere, but times have changed. In signing the Teachers Corps Bill on June 29, 1967, a piece of legislation which has no direct relevance to librarianship, the President said: "For no school — no matter how fine the building or how fancy its equipment — means as much as the men and women who work in it. Not just the teacher, but the principal, the librarian, the school nurse and the social worker are vital to our children's education. We need to attract our most talented college graduates and train them for the most challenging work they could possibly undertake — to light the spark of learning in a young child." With the President as a recruiter, the task ahead is still large but seems to shrink to more manageable proportions.

LIBRARY PERSONNEL – CRISIS AND CHALLENGE

II. What Are the Problems of Attracting Personnel?

Dorothy J. Anderson

The only justification for presenting a paper which presumes to pose questions which have been posed and re-posed (sic) ad nauseum in recent literature and at other library conferences, is, that on this occasion a chain of problems which are often considered independently are being properly considered together – along with recommendations for their solution.

What Are the Problems of Attracting Personnel? The theoretical framework of this question is built on two basic assumptions:

(1) That attracting personnel is difficult – a serious problem which is not being adequately studied or solved.
(2) That a measurable correlation exists between the psychological motivations and career aspirations of the potential recruit and certain tempting or attractive aspects of the profession to which he responds.

The first assumption, that attracting personnel is a serious problem, can be considered tenable, since current statistics give ample evidence to support this dilemma. One out of eight persons in the nation's working force is now a white collar or professional worker. Only one in twenty jobs calls for physical prowess. The emphasis is on brainpower rather than muscle; the ability to handle machines, manage people, make accurate and independent judgments, give creative professional service.

Competition. It is clear that competition is a major problem in attracting personnel. Companies search campus and countryside for manpower. Competition for professional personnel and managerial talent costs millions annually. Today's library recruiter must not only contend with other professions, but also with government, the Peace Corps, and industry – all competing for the same top quality individual.

The second assumption, which suggests that we must identify both the people who may be potential librarians and the aspects of our profession to which these people respond, leads us to a second basic problem.

Lack of Research. In order to recruit effectively we should have answers to some initial questions:

(1) To whom is librarianship attractive?

Alice Bryan, in her 1952 study, The Public Librarian,[1] found librarians to be "below the norm for persons of equivalent education in qualities of self-confidence and leadership." It would be interesting to know if this judgment is still valid in 1967. Librarians' Preceptions of Librarianship,[2] M. J. Ryan's dissertation, published this past June, concluded that librarianship seems to attract a higher proportion of intrinsic-reward directed than extrinsic-reward directed persons.

(2) Why do people choose librarianship?

James F. Skipper, in his study, The Library Student Speaks,[3] published in 1952, found that the students he surveyed chose librarianship to supplement or satisfy a major interest which for some reason they were unable to follow, and, because of the possibilities for advancement in an uncrowded field.

Other, more recent studies[4] frequently added – short length of training period, opportunities to use a particular subject background, and the rather negative reason: dissatisfaction with some other field, usually teaching. Liking for libraries and books, the desire to help people, and intellectual stimulation are often mentioned, but not at the top of the list.

(3) Are these reasons relevant to librarianship as it is practiced today or as it will be practiced in the forseeable future?

In a recent Library Journal article[5] Richard Dillon suggests the fault may lie in us — and not in the recruit. "Small wonder that we have difficulty in recruiting talented young people for a career in librarianship when our goals are so modest, our sights set down so low. We are becoming a haven for underachievers."

(4) At what age is a critical career decision made?

M. J. Ryan[6] reported that the vocational choice of librarianship is more likely to be made after college, often several years later, and that librarianship is not the first career entered since college by the majority of its members.

And yet, an unpublished study[7] by Donald O'Dowd indicates that attitudes toward certain occupations are jelled by the time the student reaches college and often by the time he reaches high school. A sociologist is quoted as saying that occupational stereotypes are formed in the 3rd grade. What programs for high school and even grade school students may be initiated to foster an early identification with librarianship as a career?

Seymour Wolfbein[8] has pointed out the patterns of industrial, geographical and educational change which will bring us new personnel problems. For example, the average years of schooling for a professional person was 17 years in 1965, and this will increase. The least plentiful age group is now 35-45 years, which leads us to a third major problem:

Identifying New Sources of Personnel. Wolfbein and others have suggested that we may have to redesign jobs to fit the available labor supply, use more on-the-job training programs, accelerate the career development of the young and use the older worker.[9] What about long ignored human resources such as the handicapped, the dropout, the non-white?

Hardly a new source of personnel, but one which we have neglected is the student with a bachelor's degree which includes undergraduate hours in library science. Should he be used more widely in public and university libraries — welcomed into the profession as a beginning librarian?

In a recent Saturday Review advertisement[10] the lead line caught the essence of what has been described as the new American tragedy: "Over 45?" it asks, "Don't call us, we'll call you."

Millions of man years of experience and dollars and productivity are lost to the individual, the community, and the nation through the waste of older personnel. Only 8.6% of all new employees are 45 or over, though 40% of all working Americans are now in that age group.[11]

Are librarians and library schools guilty of holding the common belief that older workers can't keep up, are absent more, are not as creative or productive? The Department of Labor states "The number of working days lost decreases with age." Another study shows that "the adaptability of older workers. . .compares favorably with young employees."

Ability is ageless — a fact we will have to remember in our attack on the manpower problem.

The impact of the technological revolution will radically change the quantity and kinds of manpower needs. Can we, without damaging the quality of our professional services, tailor our positions to fit the available manpower?

Perhaps more basic is the much discussed problem of defining the personnel needs for all levels of library service and determining the amount and type of education needed and where and how it should be provided. Studies now in progress may give us a clearer idea of how many of what kinds of librarians are needed for what jobs.

The question, how many librarians are needed or how crucial is THE SHORTAGE should be studied, but not as a substitute for action. When the facts are in, we will still have to concentrate on the recruitment of candidates who are characterized by creativity, strength and vision. The weight of professional emphasis should fall squarely upon the "quality" of new recruits and not upon quantity alone. I imagine it wasn't too long ago that a meeting such as this would be devoted to how we should evaluate the person who wants to join our profession – how do we pick the good one out of the batch. Today, because of a more keenly felt manpower squeeze, we are overly concerned with numbers of recruits.

Part of the problem is certainly the result of the way in which we paint the picture of our field.

Inadequate Recruitment Techniques. Popular recruitment techniques depend heavily on the printed brochure. We try to lure people through printed information which is often elementary, condescending and saccharine. These pieces inform the reader of our great SHORTAGE, remind him that libraries are important, and that opportunities are limitless.

What we fail to convey is the "true flavor of librarianship,"[12] what the life of a librarian can be like – in relation to his colleagues and his community. Are we afraid to tell potential librarians what the real concerns of librarianship are. Do we fear that these concerns will not interest him – or that they are unworthy subjects for talented, imaginative people?

Richard M. Gummere, Jr., Assistant Director of Columbia University Placement and Career Planning, said in a recent article,[13] "The librarians' recruiting literature hardly refers to the difficulties and problems by which the importance of any exciting job must be measured". . ."Presented positively, as problems requiring the best skills of a first class person, they might stimulate interest among lively young people, which the usual methodical description of the librarian's task does not do."

Personnel Journal[14] quotes industrial recruiters who attended a recent conference on college recruitment as saying "we all use recruitment brochures but we often question their value. We try not to flood recruits with too much information – the return isn't particularly great – the students don't read them"

What recruitment techniques should we be using?

In *A Study of Factors Influencing College Students to Become Librarians,*[15] published in 1958, Agnes Reagan found that the following five factors were most frequently listed (in this order):

1. individuals
2. publicity
3. use of libraries
4. work experience in libraries
5. some library education

Dr. Reagan pointed out that everyone of these factors, either directly, or indirectly, could operate in such a way as to deter students form the library field.

How effective are career fairs on high school and college campuses? It is important to understand the goals of such a career day. To which students is the information directed? The college-bound or the dropout eager for a quick post high school job with a Franksville franchise? Would it be wiser to visit the campus when other recruiters are absent?

Since work experience in libraries and personal relationships with librarians rank high on the list of positive influences – should we be using more summer work programs to give recruits a taste of the real thing? It must be remembered that although such programs can be very successful, if improperly used they can have a highly negative effect.

A recent study[16] sponsored by Socony-Mobil as the result of articles in the *Wall Street Journal* and *Fortune* indicating that today's college student is turning away from careers in business revealed that many men and women were delaying career choice by going to graduate school without clear vocational intentions.

In answer to what influenced their vocational decision most, they responded —

1. something I read (fiction, magazine articles, The Organization Man, not brochures)
2. a college professor
3. a friend - someone I met in that profession
4. parents
5. visual media
6. college counselors and placement directors.

In the eight of these surveys, two commonly held beliefs may have to be questioned:

(1) Is the guidance counselor or placement director the person to whom the student goes to seek career information?

There is some reason to believe that faculty members are much more likely to influence students and give them personal advice. Many students seem to resent the fact that busy counselors don't have accurate career information or try to over-sell or under-sell a career because of personal bias.

(2) Are student library assistants really an untapped reservoir of potential librarians? Do students in these positions progress from routine to creative responsibilities?

Library experience as a clerk or page can be thought of as either the womb or the tomb of professional librarianship.

Recruitment activities such as the campus visit, exhibiting at conferences of counselors and students, the internship programs, the personal interview, the distribution of materials, have proven to be fairly effective in spreading the message. Little attention has been given to large scale publicity — using repetitive slogans, modern media. Information about our obscure profession is often vague, outdated, and distorted.

We must find effective ways to persuade college trustees, presidents, deans, department heads, faculty, guidance counselors and college librarians to help us identify and encourage promising students to consider careers in library service.

Lack of Cooperation. The trend to state and local recruitment programs will certainly continue and could become fragmented and even worse, conflicting, unless recruiters see the value of a concerted and wise attack on the problems that are common to all of us.

I am not suggesting that the same materials and approaches are adaptable to every state or even all areas of one state, but rather that several larger issues be considered cooperatively.

(1) Basic guidelines for establishing statewide recruitment programs
(2) The training of recruiters — full-time and volunteer
(3) Evaluation of current recruitment methods.
(4) Use of experts from business, industry and other professions. Sharing effective solutions to similar manpower problems.

The list could go on. The point here is that recruiters working in concert, could develop recruitment programs which are flexible enough to allow for fresh approaches as new aspects of the manpower problem come into focus.

Librarianship, like Protestantism, appears to be divided by schisms and conflicts. In recruiting, at least, we are one voice — an ecumenical, brotherly, united profession, with one language and similar objectives.

A recruiter's view of librarianship is detached. It must be. A recruiter of librarians for all kinds of library work must see the profession through the eyes of the vocationally uncommitted student, or the busy guidance counselor. How do these people look at librarianship? Through the narrowness of their personal experience, of course. They see the profession as an extension of the work and personality of a single children's librarian, school librarian, college librarian, or special librarian. If you scored a hit in that capacity — librarianship is a positive concept in the mind of that library user. Few patrons of libraries know the extent of library training or responsibility. They do know if their requests were efficiently filled and they do remember your attitude as you helped them.

The Negative Image. Nothing has been said about the old problem of the librarian's image, and I for one am tired of it. However, the negative image of librarianship itself does pose a serious problem for recruiters.

"Dull work, long hours and poor pay" was the tart response of a young architect. I had asked him for a candid view of librarianship. This common attitude is hard to eradicate.

In order of prestige librarianship, like teaching, falls 9th on a list of 14 which is topped by doctors and ends with grocers.[17]

Ruth Warncke in an ALA Bulletin article[18] defines a career as work for which one is educated specifically and in which one can progress to positions of greater responsibility, greater complexity, and greater salary, using one's education and experience as the basis of advancement. Instead, suggests Warncke, all over the country librarians are busy with tasks that do not require such education — or spend a major part of their time on professional tasks for which graduate training did not prepare them, or tasks that belong to other professions.

It is not apparent to the onlooker that there is any clear pattern of advancement within our profession. Is advancement based on accident or desperation rather than experience and study? To use the sociologist's phrase, can the upwardly mobile young person chart his course step by step toward some desirable professional goal? Not at the moment — but if "career ladders"[19] as recommended by Dr. Asheim and others are established, many more potentially good librarians will be discovered within the ranks, and recruitment generally will have a stronger base.

Should libraries give leaves of absence for library study to good clerical and sub-professional staff?

Should there be more emphasis on the value of subject specializations in the sciences, and the new, increasingly marketable skills in public relations, information sciences, personnel and staff development, management and administration? If educational programs were designed specifically to prepare these specialists for work in libraries recruitment would be less vague.

Should we be recruiting to specific areas of librarianship which demand specialized training, instead of suggesting that an M.A. in L.S. qualifies its bearer to be an expert on anything within the profession?

What about the market for library technicians? Are library schools offering the product that libraries want and can use? Are recruiters finding the product the library schools want?

Lest these words become exercises in unproductive questioning, may I close with a quote from Dr. Joseph Kaufman,[20] Dean of Student Affairs, University of Wisconsin: "The profession that remains sensitive to the changing mood of students, that utilizes their talents to enrich that profession, will derive great benefits from the effort. Let us, by all means, avoid the posture of putting the students to the test of becoming what we want them to be. It is we who are on trial to find creative ways to welcome into our midst the energy, enthusiasm, talents, and idealism of our youth."

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LIBRARY PERSONNEL – CRISIS AND CHALLENGE

III. What Are The Problems of Training Personnel?

Dr. Herbert Goldhor

I think I could sum up all I have to say in one word – curriculum. The other problems of the library schools are solvable with money, which is generally available, and with time. But, in my limited experience, the problems of curriculum take brains and that is a little harder to find even than money. Some time ago the president of the University of Illinois had occasion to say that it had been his experience that every member of the faculty felt competent to speak on at least two topics: one, "What's Wrong with the Football Team" and second, "How to Solve the Parking Problem." It seems to me that every librarian also feels competent to say what's wrong with the library schools and what they ought to be doing, what they ought to be teaching and I wouldn't for a moment take away that right to speak your mind. In fact, when I was a practicing librarian I felt much more confident as to what the library schools should be doing than now that I'm on the other side of the fence and I have to be responsible for making some of those decisions.

So, the first main point I would like to make is simply that the continued discussion of the role of library schools and the curriculum of library schools is beneficial and I, for one, would not want to see it cease. I think it is an index of the importance of library schools in the profession that practitioners are continually concerned with the nature of our problem and with the deficiencies of our process.

But secondly, I would like to point out that education for librarianship in America is now about eighty years old, and if you take the long term point of view, if you look back at history of preparation of librarians in our country, you see certain changes that were made. Most of us would agree they were good changes; we would not want to see them reversed. Over fifty years ago, for example, it was the usual pattern for library schools to take people with one or two years of college. Slowly schools came to the point where they did require four year undergraduate preparation. This was a basic change and it was a wise one and should be continued.

Around 1930 when the graduate library school at the University of Chicago was started, it introduced the theme of emphasis on research in librarianship. Sometime, if you have nothing better to do you might like to go back and look at the professional journals around 1930 to see the controversy that raged in the professional press then as to whether this was wise or not. There were some leading librarians who felt that this was very unwise, and they bitterly opposed it, but today almost every accredited graduate library school has research courses or a research program. It is built into their ongoing curriculum, and few of us would feel that it is a mistake. Twenty years ago the accredited library schools, starting with Denver, swung over from giving a fifth year bachelor's degree to giving a fifth year master's degree, and I don't know of anyone today who would want us to reverse that procedure.

Well, looking backward is easy, we can see these main steps that were taken. Looking forward, it is a little difficult to know what basic changes we should be making now or in the near future so as to best prepare people for librarianship. To help clarify that basic question of curriculum in library schools, I think of three subsidiary questions, each difficult to answer but at least perhaps a little more limited in their scope.

The first is what should be the role of the professional school in a profession, specifically the library schools in our case. Should we prepare people who are excellently equipped to produce immediately, that is, who are well prepared in the routines, in the circumstances of the ongoing programs of libraries today, or should we prepare people basically in such a way that 20 years from when they have finished library school, they will still be drawing on their library school experiences and preparation, meeting problems and the changes that will come in those years? I suppose the easy answer is to say prepare them both ways, but there are difficulties with either answer or either end of the spectrum of answers and particularly, of course, with the one that looks to the future. Who of us is wise enough to see into the future more than even a few months or few years to predict what the changes will be and how we can best prepare young people to meet those new conditions? When I look back 25 years ago when I was in library school, certainly few of us then would have had any idea of the things that have come about in the intervening years or known how to prepare young people to meet them. Yet, that is the problem that we are faced with if we are indeed to choose that horn of the dilemma. Such basic revision of curricula is going forward in other professions — law, for example. The Yale Law School is currently engaged in a basic revision of its curriculum, departing from the study of law as such and concentrating more on the study of the social sciences underlying law and guiding its development. I would like to point out that this is maybe just a little easier in professions where typically the practitioner works on his own as lawyers do for the most part and is considerably harder in a profession like our own where typically an individual works in an institutional setting.

The second main question that I can at least suggest as one way of approaching the more difficult and overriding problem of how we can prepare people in librarianship concerns exactly what shall be the content of the curriculum and how shall it be presented. Most library schools in teaching reference work, for example, expose the student, in the beginning course at least, to about 150 of the most popular and most used reference tools. They give them problems that send them to the books and usually the book will fall open at the right place because everyone else has looked at it already. And they will have examinations covering those books and the limitations and shortcomings and advantages and strengths of those tools and yet, Wallace Bonk found in his study at Michigan that there were very few titles that all of the schools were teaching in common. That raises the interesting question whether someday somebody ought to try to teach a course of reference without any mention of individual titles at all — teach reference in terms of general principles of the sort of book that you might logically use like an encyclopedia, or a dictionary or a manual or a handbook or an index to periodical articles in a given subject field. What is the optimum approach and what shall be the specific content of courses taught in library schools? In any subject field in which instruction is offered, the person who is doing the instruction has the problem of deciding experiences to which he exposes the students, and it is not an easy question to answer.

The final question about on a par with these others and which undergirds the other two, is whether in librarianship there are certain more fundamental disciplines that beginning library students should be expected to have. Typically in the past and at present we make the assumption that this is not true. We emphasize the fact in our recruiting that if you come with a background in any one subject field — music, art, journalism, engineering, English, you can use that knowledge in librarianship and that is true. But I think it is also true that possibly in the development of librarianship as a profession and in the preparation of librarians that we may have to expect more and more specified content in the background of library school students so that in the library school curriculum itself we can build upon that content — just as in medical schools, they expect a beginning medical school student to have had certain courses in biology and in chemistry, and they build on those courses. For example, we all offer courses in library administration. I wonder if it wouldn't be desirable that every library school student be expected to have had in his undergraduate preparation a course in public administration so that the library school course can be built on the principles that would have been taught in such an earlier course. In engineering today more and more engineering schools are requiring their students to take a course in physics because if they have had good background in physics, then engineering applications come much more easily.

These are some of the questions to which I hope Mr. Asheim will be able to give answers. This is relevant to what we're concerned with here today — the manpower shortage, the shortage of well prepared librarians — and the crux of the whole thing is in that one phrase, "well prepared."

LIBRARY PERSONNEL – CRISIS AND CHALLENGE

IV. Response

Dr. Lester Asheim

Being a reactor is a comparatively simple task. One leaves the hard job of having original ideas and concepts to somebody else – and establishes his own claim to brilliance simply by saying, "I couldn't agree more". This is certainly the case today – but in order to fill the time allotted to me, I will elaborate a bit on some of the points made by the previous speakers. Even this, of course, they could have done better than I, if their time had not be curtailed in order to leave room for my comments. In other words, you aren't really getting any more for your money, even if you do get an extra face.

To begin with Dr. Schick, his point that federal support has been one of the major causes of our present crisis is an important one – and I wish to underline my agreement with his view that we must begin to stress the need for support of training and education in any legislative programs that look to the increase of facilities, services and institutions. This failure to recognize that libraries are not just buildings and books is a long-standing one from whch we have suffered throughout our history. It is aggravated now – for all the reasons that Dr. Schick has adduced.

I agree with Frank also that the image problem is no longer as acute as it once was, but I'm afraid that it is not completely resolved either. No small difficulty with the popular image is the fact that it isn't – yet – completely wrong. A stereotype is like a statistical mean: there may be a great number of individual cases that it does not fit, but it is based on actuality nevertheless. We change the image, then, not simply by issuing statements saying that the image isn't true, but by demonstrating that it isn't. The profession must improve before the image can.

For the rest, I cannot quarrel, of course, with Dr. Schick's figures. But numbers do not tell us all we need to know, as he is the first to point out. Even when we have the absolutely accurate figures representing the number of requests for staff received by his school, how much do we know about the actual professional content of the jobs offered? When we learn that the proportion of professionally trained library staff has fallen from 50% to 45%, do we know whether that's a bad thing? Even in those instances where a job is "underfilled" – staffed by a person with lower qualifications than those called for – do we know whether the call was realistic? It is my prejudice that a great deal of our professional manpower shortage is actually a reflection of misuse of the professional manpower we have. The "internal adjustments" that Dr. Schick calls for relate to this problem – and I shall return to it again.

Turning to Miss Anderson, I was pleased to hear her emphasis upon quality rather than upon quantity in recruiting, because a great deal of our recruiting approach – at least as reflected in articles in the mass media – has seemed to be the other way around. The stress is almost invariably on the number of positions that need to be filled, and the pitch is designed to appeal to the widest possible number of persons.

Now if there is one thing that our recruiting procedures has demonstrated, it is that you get what you recruit for. When we advertise librarianship as the ideal occupation for those who are looking for a job that is easy, fun, and not too demanding, we get the kind of people who are looking for a job that is easy, fun, and not too demanding. And conversely, we drive away those whom we would most like to have. Richard Dillon's complaint that our goals are too modest and our sights too low to attract any but under-achievers deserves consideration. I have long been convinced – and Dr. Kauffman whom Miss Anderson quoted in her presentation agrees with me – that the best appeal would be in terms of the challenge and demands of our field, and the opportunity it offers to be of service to society and the individuals that make it up. Obviously this would narrow the audience to which such a field would be attractive, but recruiting for a profession, even in this day of shortages, should be as concerned with discouraging those who shouldn't apply as it is in attracting those who should.

I think that part of the problem has been that we have not sufficiently well distinguished between recruiting for people to work in libraries – and recruiting for the profession. These are not at all the same thing. There is just a bit of this confusion, it seems to me, in Miss Anderson's suggestion that we make the four-year program the qualification for what she calls the "beginning librarian's" job. We have a problem of terminology here, of course; maybe a beginning librarian is not seen by her as a professional – but the general impression given by this kind of plea is that we can justifiably settle for a lot less preparation for our professional staffs. My reaction is just the reverse: to meet the increasing depth of the demands being made on library services, our professional people need more education than ever.

I recognize that a great deal of what librarians now do can be done by someone with a lot less training, but this does not make librarians out of these technical assistants; it merely means we need more technical assistants. This could be a whole career ladder in itself, but it should not be confused with librarianship.

Please let me make it very clear that I am speaking of the qualifications needed to perform the job we have to fill, and not of qualities or characteristics which are irrelevant to adequate performance. Race, national origin and religious belief are, in most cases, completely irrelevant. Physical handicaps often are. And while most professional jobs in libraries would require intellectual and educational qualifications that the high school dropout and the mentally retarded could not possibly fill (Mr. Wolfbein notwithstanding), this is not to say that there are no jobs in libraries which they could handle.

What we should be striving to do – what we must strive to do in view of the manpower crisis which confronts us – is take advantage of the best that each individual has to offer. To do this we need to attack seriously the definition of personnel needs and the determination of the amount and type of education and aptitude needed for each task in the library. If this means the reclassification to a lower level of many tasks once called "professional", so be it; it also means that we can and must require a great deal more of our professionally qualified people. We are back, you see, to Frank Schick's "internal adjustments".

One important barrier stands in our way: the possibility that librarianship just isn't a field that offers the high challenge of a true profession. Throughout Miss Anderson's remarks there is an undercurrent that seems to hint that this may be true. When she asks, "Are we afraid to tell potential librarians what the real concerns of librarianship are?"; when she says that "Work experience in libraries could deter students from the library field", or that "Library experience can be the tomb of professional librarianship"; when she suggests that recruiters and counsellors frequently base their unflattering view of librarianship on some direct experience they have had in a library, when she tells us that salesmen cannot reach the right audience with a mediocre list, she seems to be saying that the problem of image is not yet resolved. It appears that people are going around behind our backs saying all kinds of terrible things about librarianship that are absolutely – true. If that is so, then no amount of fancy falsification in our recruiting will help a bit. We do not make librarianship a profession by calling it one – but by being one. My response here, as it was to Dr. Schick's remarks about our image, is once again: The change must occur, not in our recruiting appeals, not in our propaganda, but in librarianship itself.

This leads us to Dr. Goldhor's comments, for he raises this very question: is it the role of the library school to prepare people to do well what is now being done, or does it have the obligation to anticipate the future and reform the profession to meet that challenge? I don't know if any of us knows the complete answer to that, but certainly it is my prejudice that the graduate professional school – in any field – has an obligation to lead the reform of the profession, and not merely to train workers who can keep the current operation going at its present level. I still harbor the belief that the librarian is an educated person — not merely a trained one; and that the graduate library schools should be in the business of professional education. If vocational training is needed for another level of jobs in the library occupation, then we may need to devise a different kind of training school for it. And if we do, the profession should be as deeply concerned about the standards and the content of such training programs as it now is about the programs of the graduate, professional schools. The present dilemma of the schools is that they are trying to do the entire job from low-level training to high level education in the same courses and for all students. Inevitably neither the teacher, the student, nor the hiring authority is very satisfied with the results.

Before we get too deeply into these critical comments, let me heartily endorse Dr. Goldhor's pertinent reminder that it is not true that there have been no major changes in library schools over the years. The changes have been many and important, and if Dr. Schick is right about our improved image, some of the credit must go to the constant improvement of our educational programs and the increasingly stringent screening of applicants that good programs make possible. To say that we are not moving fast enough is not quite the same thing as to say we are not moving at all. The critics of library education are useful — but as goads, not gods.

But if it is true that we are not moving fast enough, a major reason is reflected in Dr. Goldhor's second question: what should be taught? This is a two-faced problem because it refers to two different objectives of education. One is the simple transference of factual knowledge, and the other is the inculcation of attitudes, ways of thinking, and personality characteristics. One is related to the manifest content of the library school courses, and the other to the methods for achieving intangible ends. If we knew, for example, that every librarian should know by heart the major Dewey classes, the date of the latest edition of Hammond's Atlas, and the exact procedure for ordering an L.C. card, I think we could devise courses that would impart that information. Unfortunately our own field doesn't help us much on this; we cannot be sure, even on this simple factual level, what the field wants the schools to teach.

The other aspect of the problem is even more difficult: what do we want of our library school graduates besides factual knowledge, and how do you inculcate that? Imagination, flexibility, originality, inventiveness, adaptability — are these better imparted through a course in French, in Child Psychology, or in English literature? Does the History of Books and Libraries contribute as much to the student's mode of thought as an Introduction to Statistical Analysis? Does the compilation of a bibliography on a notable writer add something that a reading course in Urban Sociology does not? Should librarians be taking the new courses in Sensitivity Training instead of in Government Documents? It is discouraging to feel that we don't know what we want and — what's more — even if we did, we still wouldn't know how to get it. But if you are an educator, that kind of doubt goes with the territory. For whatever consolation it brings, we are not alone.

To Dr. Goldhor's last question — "Does librarianship rest on more fundamental disciplines?" — again I react with prejudices more than with knowledge. My answer would be yes, even though I'm not sure what these fundamental disciplines are. It is my belief that our stress on general education is sound, and that we are beginning to find, in our rush towards the sciences and the machines, that the relation of subject to application is not so simple as we thought. The humanities, it now appears, may be as good — sometimes better — as preparation for dealing with the logistics of the machine as is the major in physics or math. Our ideal — the well-rounded man who is both literate and numerate (to borrow Don Swanson's term) — seems to me to be worth striving for — particularly in a profession that applies its principles not just to the subject matter of its own field, but to that of all the other disciplines. But in one year? With all the techniques too? And under pressure to reduce the time and the content instead of increase it?

If there is one thing that comes through all three presentations, it is the incontrovertible fact that these problems are shared mutually by the field and by the schools, and only if both work together on them will they be sensibly resolved. The next step, it seems to me, is to acknowledge that the profession of librarianship is only a small segment of the occupation of library work, but that the profession must take responsibility for the training and education needed by the occupation at all levels. An exchange like this, between educators and practitioners, is an encouraging step in what seems to me to be the right direction.

A MANY-SPLINTERED THING[1]

Eric Moon

Polonius, you remember, asked Hamlet: "What do you read, my lord?" And Hamlet, explicit as ever, replied, "Words, words, words." At that stage in the dialogue, to any editor the despondent Dane sounds like a soul brother.

It is not just that we editors read so many words, but that we read the same ones so often—in some cases, so often that the words come to lose meaning and take on only a vaguely misty emotional connotation. There is a fund of such words in the library lexicon, and whenever I come across one of them in the first paragraph or two of a manuscript, it is as though a gigantic warning sign had lit up before my eyes. "Beware," it says, "what lies beyond is almost certainly a desert of arid and pious platitudes." "Challenge" is such a word (and I am glad that one has been assigned to another speaker at tomorrow's wind-up general session), and another is "cooperation." Both have been used and abused as extravagantly and loosely as ever "colossal" was by the promoters of Hollywood's gaudiest era of phoniness, and both now evoke, in me at least, the same response: immediate wariness and the expectancy of something nearer fancy than reality.

But cooperation is essentially the subject I am stuck with today, and it may be that I am that always unfortunate choice, a speaker out of harmony with his subject. An onion in an apple pie. The result may be as unappetizing as that image sounds, but I'd like to try to take a look at cooperation without blinders, to examine a few of its common connotations, and perhaps to persuade you that we may have erected an inflated and false idol in whose lap we have placed too many of our hopes and expectations.

First, there is the common concept that cooperation is a voluntary act. You have heard that many times, and it was echoed recently by Charles Nelson of Nelson Associates, a firm of consultants that has made a boom business out of telling librarians how to organize and run library services and systems. Under cooperation, Nelson also said, at a recent SLA convention, each institution continues to control its own destiny.

What we have here is the kind of cosy truism that too many of us are only too happy to accept at face value. It makes us feel good to see things in that light, and to dig beneath the truism for the real truth is, in any case, an uncomfortable process. There are at least two false elements in this concept of cooperation: 1.) that it is not completely true; and 2.) that, to the degree that it is true, it may mask as much about the weakness of cooperation as it uncovers about its potential strength.

At least part of the truth is that much of the cooperation thus far achieved has not been as voluntary as all that. Much of it has been brought about by determined leadership and by a process which one might call, politely, fiscal persuasion—or bluntly, bribery. The resistance of many libraries and library authorities to joining systems, for example, has been overcome only when the dollar carrot dangled in front of their noses has looked large and tasty enough to be tempting. Among the states, New York has been one of the most successful in reducing the chaos of hundreds of individual libraries into a relative handful of systems, and while aggressive leadership must be given some of the credit for this, it would be dishonest not to recognize also that one reason for New York's success is that it has dangled the fattest carrots. The dollar, let us for once admit, not just the voluntary spirit of social progress, has often been the principal motivating force in bringing about cooperation.

The second element of this view of cooperation as a voluntary exercise is the old saw about local autonomy. Join a larger unit, sure (if the payoff's good), but hang on to your independence. Leave room for that old rugged individualism. Feel free to pull out if everything doesn't go the way you think it should. Resist control at all costs. The attitude is a bit reminiscent of a classic line once delivered by that lovable old philosopher, Jimmy Durante: "Don't put no constrictions on da people. Leave 'em ta hell alone." The determined clinging to the parish pump called local autonomy seems to me the most imposing hurdle still lying in the path of library progress. And a number of state librarians who, as much as anyone, have been at the center of the cooperative battles, seem to have reached the same judgment.

Hannis Smith, for example, who says he has "heard the invocations to local autonomy and states rights too long and too loud to have any illusions about there being any magic in the word 'federation,' " declares flatly that "Any combination of smaller units, whether by consolidation or federation, can be no stronger than the administrative authority which is invested in its central management."[2]

And Sam Prentiss, former New York State Librarian, writing recently on the Evaluation Study of the Public Library System Program in New York State, notes: "Perhaps more than any other feature, New York's system plan has been characterized by the autonomy and independence of the member libraries. Thus, the services which the systems offer to their community libraries to help bring about improved service are literally offered to them, and unfortunately it is in the nature of things that often the libraries which most need this kind of help are the last to accept what is offered. The result is, of course, that one of the most treasured virtues of the New York system program may be turned out to be, in the short-term sense at least, one of its serious weaknesses."[3]

Prentiss goes further, and raises the fundamental question I want to stress in querying the sanctity of this voluntary concept. He says: "...it is impossible not to be aware of the tortured and halting nature of much of this forward movement, and of the residue of stubborn and frustrating resistance to the acceptance of help where it is most needed. One is brought face-to-face in evaluating the New York systems program, with a dilemma which must vex many democratic institutions—the question of the extent to which the whole enterprise should be geared down to the weakest members and the footdraggers. And the related question of how far democracy can be carried in the operation of a program of service, before the welfare of the majority is jeopardized. Or, to put the question differently, can society afford to let library service be as poor as the leadership in some communities would allow it to become?"[4]

When I read Prentiss's comments they conjured up a memory of a very cogent statement I read some time ago by the ebullient U.S. Commissioner of Education, Harold Howe II. Howe said: "Localism in education gives communities the right to have both good and bad schools, and the right has been liberally exercised in both directions. What the federal government is now about— and what the states have been about for some years—is to curtail the right to have bad schools."

In recent years, I think the federal government and certainly the state library agencies (though not always the state legislatures) have been trying to do just this in respect to libraries. But they have not always had, at the local level, even from librarians, the cooperation necessary to pull it off. And perhaps indeed, cooperation is not enough to bring it about. What we may need, instead of more cooperation, is more coordination and more control. I realize that control is a dirty word in some quarters, but I'd like to make the point that the kind of controls implied in Howe's remark—like the kind of control inherent in the Civil Rights Act, which insists that federally-supported services be made equally available to all people—are controls with a broadening purpose. It is only the limiting kind of controls we really should be afraid of, and on guard against.

But let us continue with our attempt to separate the realities from the pieties and examine that popular phrase, "interlibrary cooperation," which is more precisely the subject that was allocated to me today. There is, I suggest, if we observe the common reality, an important qualifier omitted from the phrase. The air of the library world is full of visions of networks and systems, and no one can deny that there has been a spate of system-directed activity as well as propaganda in recent years. But the most interesting phenomenon observable in this activity is that while it has in many cases managed to crack those geographic and political barriers that not too long ago looked impregnable, it has signally failed in most cases even to dent our traditional institutional walls. What we have produced, with few exceptions, are public library systems, academic library cooperation, medical library networks, etc. The institution, rather than the public interest and need, continues to dominate our thinking and planning.

Emerson Greenaway confirms this judgement: "In spite of the progress made by librarians in many areas, we are so compartmentalized in our thinking of problems by types of libraries that we forget library service as a whole and for the total population. The years of struggle to develop and improve the school library, the college library, the special library, and the public library have led to parochial and narrow points of view."[5]

Thus, far too often, we continue to observe the silly feud and jealousies between children's and school librarians and the refusal to accept that they are both arms of the same educative body, serving the same patrons, many times with the same materials. And we hear academic librarians complaining about community or high school incursions upon their facilities and services, and apparently choosing to ignore the fact that their own students are both a significant part of the community and heavy users of public library services and facilities. Public librarians, meanwhile, express irritations about students and student pressures, though these same students are not only unquestionably an important part of their public but also the adult public which will be called on to provide tomorrow's library support.

These attitudes have even crept over into our legislative programs, so that we get, not legislation for library service, but legislation fractured along the same lines as those old traditional administrative walls and boundaries; legislation all in separate, type-of-library packages, as though these were unrelated activities.

Again, I do not think we can realistically expect that some of these entrenched attitudes will yield to the gentle evolutionary pressure of voluntary cooperation. What is more likely is that they will be brought down by pressures from outside the profession itself. Samuel B. Gould, Chancellor of the State University of New York, said recently: "There is little question that national destiny is shaping today's universities, rather than the other way around..."[6] National destiny may be a rather grandiose phrase, but I think you can apply Gould's statement to libraries as well. Society is learning that its future may depend as much as anything else upon the quality and availability of its information, and as Ralph Shaw pointed out in a recent LJ article, "when society wants or feels it needs something, it gets it."[7] We should not, however, leap from this observation to the too sanguine conclusion that society will suddenly cheerfully pour massive support into libraries. Shaw, in the same article, went on the warn that if libraries don't provide what society needs, society will simply create other devices to satisfy those needs.

There has been, however, ample and obvious evidence of a burgeoning political interest in library activities and potentials in the last decade, and it seems likely to me that the greatest changes in the structure of librarianship, in library policies, and in patterns of service will come about, not so much as a result of cooperation, but because of advancing technology and increased political interest. We can expect also that interest and support will lead to some very intensive questioning—of what we are doing, and why. And, because of the one mundane fact that legislators depend on votes for their survival, it is a fair assumption that their questions will tend to be phrased more in terms of the public interest than are some of the questions that librarians debate endlessly among themselves. The legislators will tend to think in terms of people first, and institutions only secondarily.

Some of the questioning is already written large on the political walls. When President Johnson established the National Advisory Commission on Libraries, just over a year ago, he said: "We need to ask some serious questions...As we face this information revolution, we want to be satisfied that our funds do not preserve library practices which are already obsolete."

And one line of questioning that has opened up at both state and federal levels was described by Walter Brahm: "At a recent hearing before a state legislative committee considering an increase in state aid for libraries, the chief interest evinced by questions on the part of legislators was whether the funds would permit residents of the state to use libraries of neighboring communities wherever they found them. The Library Services Division of the U.S. Office of Education reported the same thread of interest appearing in Congressmen's questions on federal aid."[8]

The implications of this kind of questioning are, of course, vital for other than public libraries. Academic and school libraries, increasingly beneficiaries of federal and state aid, need to do some serious thinking about their policies on community use of their institutions' facilities and resources. Chancellor Gould, noting the "rapidly changing economy of higher education" and the fact that "the lines between private and public institutions are steadily becoming more blurred," draws attention to the "increasing pressure on universities to emphasize more and more the service aspects of their mission."[9] When you consider that, in 1963, the private academic institutions of New York State averaged 25 percent of their direct support from federal and state funds (a figure that has undoubtedly soared by 1967), the pressure is not too surprising. One item, then, which should be high on the agenda for our professional consideration is the need to define, for all types of libraries, what are the relative priorities between a library's service obligations to its own institution and immediate clientele, and its obligations to society— or the public at large. Such definitions, it seems to me, are necessary as a prerequisite to effective distribution of fiscal resources and a proper, coordinated organization of the library universe.

The increasing appeals for stepped-up research activity on the part of the library profession come from those who know that the profession's answers to the barrage of questioning that lies ahead will be crucial to continued or increased support in the future. They know that we are singularly ill-prepared in the answer department, and that we must be prepared to ask ourselves—and soon, before others ask us—some questions that we have long evaded. And we must produce answers that are both searchingly honest and substantiated.

As an antidote to our present tendency to accept certain practices or philosophies as correct, without proving them, we need a rebirth of the skeptical wisdom of John Cotton Dana. In fact, I don't believe any librarian should be allowed to hang up his shingle until he has committed to memory one choice sample of Dana's skepticism: "Where there is a standard method of doing a thing which has been approved and accepted over a considerable period of time, it is safe to assume that it is wrong. Or, at least, that it is capable of being improved. It is no longer based on the intellect, but has become merely habit and imitation." Let me then, in the spirit of Dana, ask some questions, not unrelated to library cooperation and library systems, about some of the things we apparently believe.

How much, for example, of what we believe, or say we believe, about library systems and their advantages is true? And how much effort have we made to test and question our beliefs? Oh, I know that ALA has a study on public library systems on the road, but I do not feel unfair in my skepticism about its outcome. ALA has been so totally dedicated to the systems concept for so long, has propagandized for it so hard, and has been so impatient of doubt (witness the shabby treatment of those few who questioned the absolutism of the Minimum Standards for Public Library Systems), that it would be a shattering surprise if this study produced any determined questioning of cherished beliefs. This looks suspiciously like the kind of research which sets out to bolster up a thesis already held, rather than to test the validity of the thesis itself.

The trouble with our certainties is that they have a tendency to crack under fire. I remember one classic statement during the great furor a few years ago over the ALA report on Access to Public Libraries. The big city libraries of the North, to their surprise and chagrin, were under fire for de facto segregation in their branch library provision. One city librarian, incensed by this criticism, attacked the research organization which carried out the study. "Who do they think they are?" he said, "telling us where branch libraries should be located. After 100 years, we don't know much ourselves about branch library provision." Some laughed at his indignation; others among us sorrowed that the truth should be so unconsciously uncovered. At another, cooler time that same librarian would probably have been among the first to assert that, of course, the library profession knew a hell of a lot about branch library location.

And we do, indeed, know some specific things about branch libraries, but the trouble is that what we find out through research does not always support the policies we espouse. For example, a study by Leonard Grundt of public libraries in the Boston area showed that, in virtually every respect, the services offered by branch libraries of the city system were inferior to those of independent libraries serving comparable populations in the area outside the city.[10] Earlier, Ralph Shaw found much the same king of thing when he looked at public libraries in the Metropolitan Toronto area.[11]

There are reasons, of course, for the kind of inequities Shaw and Grundt reveal in their studies, and a primary one is the theory that the branch library serving, say, 20,000 people doesn't need to be as comprehensive as the independent library serving 20,000 people because the branch has the major resources of the central or headquarters library to fall back on. The branch patron whose particular need at any time extends beyond the predetermined narrow boundaries of branch library provision can either go to the central library or wait for central to deliver what he needs to the branch.

The holes in this kind of reasoning are glaringly apparent—and become even more so when you start talking about county-wide or regional systems—but we appear to choose to ignore them. Any business, however, which operated on similar philosophies would undoubtedly fail in no time flat. Suppose you have a supermarket in your immediate neighborhood, and every time you go there for something as basic as a particular brand of detergent or milk or whatever, you are told, "Sorry, we don't carry that brand here. But if you'll wait a couple of days (or a couple of weeks) we'll have some sent out from H.Q." Or alternatively, "We only keep that at our main warehouse. If you'd just like to drive over there—it's only 20 miles away—you could pick it up right away." Put in those terms, the philosophy sounds rediculous, and in relation to our talk about library networks, it frequently is. What is perhaps even odder about the situation is that while we know that most people regard physical needs as more urgent than intellectual needs, we seem to expect people to make considerably more effort to satisfy the latter.

The War on Poverty and a renewed and much belated concern for that part of society which has been invisible to us as we have rapturously embraced the middle class have begun to lead us into some rethinking about the organizational pattern of our services, and into considering that maybe libraries need to do some reaching out rather than expecting that people will rush to them. "Outreach" has become a new big word in the library lexicon.

Many city libraries in recent years have been moving steadily in the direction of larger regional branches and toward a lessening of the number of local service points. Some now appear to be entertaining doubts and finding that they may have bought our own professional propaganda without sufficient evidence. In the third of the Deiches Fund studies of the Enoch Pratt Free Library,[12] which deals with the problems of outreach and service to the disadvantaged who have scarcely been touched by library service, Lowell Martin suggests that the Pratt library "should carefully reconsider its policy of moving toward a few large branch libraries in the inner city." He points out something that should have been obvious to us if we had not been so used to thinking in middle-class terms: "The culturally deprived family in most cases lives not in the larger community with which middle-class people are familiar, but rather in small neighborhoods a few blocks in extent."

The point at issue here, I think, is that while we have moved with apparent certainty and deliberation in the direction of increasing centralization, other social and governmental agencies seem to be coming to the point of view that some of society's worst ills can only be tackled by reversing that direction. Martin indicates that the community action program in Baltimore has found that its agencies can only successfully operate in close-knit communities about half a square mile in area. That colossus, New York City, has been learning the same lessons. Mayor John Lindsay has set up miniature city halls in storefront locations in many parts of the city, in order to achieve more contact between the people and their government. And there is now great and increasing pressure to decentralize the unwieldy city school system. Do we, in our thinking and planning of library services, take such developments seriously enough into account—or soon enough—or are we inclined to follow ingrained beliefs and attitudes, oblivious of what is happening around us?

And, to continue with the questions, have we really made a serious assessment of how much cooperation and the establishment of systems and networks can do or have done to alleviate the very crucial gap between, on the one hand, resources and services, and on the other, public needs at the local community level? How much is local service improved by the once-monthly visit of a consultant or coordinator of adult services from the system headquarters perhaps 100 miles away? How much real benefit does the local reader derive from the back-up resources of that same headquarters? He is likely to remain unimpressed, I suggest, by an expensive superstructure on the other side of the county if he continues to find, as he often does, the same totally inadequate and fragmentary collection of books on the shelves of his own local library.

And why, if it is a good thing to organize into a system all the public libraries in a county, or several counties, or a region, is not more effort expended on organizing into a "system" all the libraries, of whatever type, within one community? Sam Prentiss, again, in his observations on the New York system study, refers to "those communities which are attempting to maintain a school library and a public library, and perhaps a community college library, all of which are rendering very much the same kind of services to a population which is able to support only one good library program." The New York study, says Prentiss, "shows surprisingly little effort to approach this problem in any fundamental sense."[13]

"Our present methods of responding to the changing needs of the world," says Samuel Gould in the essay on the modern university to which I have already referred, "are more closely characterized as a patchwork approach, rather than one of bold, inventive planning. With all the ingredients present to tell us what the world has in store, we are still adapting old methods and making minor revisions and emergency moves; we are still trying to pour new wine into old bottles instead of recognizing that the new vintages may require quite different sorts of receptacles."[14]

That comment seems to me quite as valid for the library scene as it is for the academic world generally, and cooperation, at least as we have known it in most cases, perpetuates the patchwork approach. What we may need is rather a complete restructuring of library service, a complete realignment of the power lines in librarinaship—and I hope that the National Advisory Commission on Libraries will be so bold as to suggest something of the kind to the President rather than nitpicking at some of the smaller separate aspects of the problem. What would help this along more than anything else would be a massive overhaul of local government (and this may come sooner than we think, in the metropolitan areas at least, of sheer necessity), but if we wait for it as an inevitable thing, library service will either die on the vine or much of it will be taken on by other agencies more adaptable to change and more perceptive of the need. We shall have to plan a reorganization of our own world, support our theories with research, and then persuade the legislators and politicians—particularly those at the higher levels of government—to support it and help make it happen.

A substantial move in the direction of the kind of realignment I am talking about has in fact already taken place during the last decade in our library history, and judging from the evidence, it caught us desperately unprepared. As the federal floodgates have opened wider, it has become increasingly obvious that the dams which must control and distribute much of the emerging power are the state library agencies. It is at these points in such national power structure as we have that more can be done to reshape—or wreck— the future of librarianship than anywhere else in the profession.

In one sense this is a frightening thought. If we had thoroughly planned the way things have developed over the last decade, we would have had to search very hard to find a weaker foundation stone on which to build our future. The state libraries are growing stronger, slowly, but no one needs to tell you, in some of the states represented at this conference, that legislators still need convincing that the state libraries have a major coordinating and leadership function to perform. Nobody needs to tell you that the state libraries, in general, are as yet far from being equipped to perform such a role. One area, certainly, in which librarians might cooperate, or rather unite, is in setting out to cope with this fast about-face in library history and combining their efforts to strengthen and build up the potential of the state agencies.

Part of the problem here is historical. Since the beginning of the Library Services Act in the middle 1950's, the state agencies have been concerned almost exclusively with public library development, and almost as exclusively with rural and smaller urban public libraries. The kind of unity we talk about, and need, at all levels, is not likely to be achieved until the gulf between the state library agency and some other types of libraries can be closed. For example, unless the state agencies become more effective and more interested in dealing with metropolitan area problems, it is very possible that the federal government will bypass them and deal directly with the cities. Achievement of unity in this direction may demand, in some cases, that the cities become a little less self-seeking, and in others, that the states become less oblivious of the critical problems of the cities. In most cases, both of these changes of heart and interest will be necessary.

If the large city libraries have often stood aloof or resisted whole-hearted partnership with the states, the academic libraries, in general, have scarcely given the state a glance as they have pursued their dedicated search for salvation in Washington. There are indications in the present battle in Congress over the education legislation that this may have been a tactical mistake. There is at present great pressure to have the administration of the Higher Education Act passed over to state agencies. The academic world is resisting this strenuously, preferring to deal directly with the U.S. Office of Education because, as one university librarian put it, in many states the colleges and universities have no locus of power in the state government. This is a valid objection, but that absence of power may be a lesson in itself.

At any rate, if this transference of power in the higher education field does occur, it may accentuate another weakness of the library structure at the state level. Prentiss, yet again (God, what a good paper of his that was, to which I keep referring), puts his finger on the point, when he talks about "the administrative separateness of school and public library responsibilities within State government itself" as being "detrimental to the closest coordination of these services in the local communities of the State."[15]

One new element in the picture is almost impossible to assess at this time: the effect of the new regional offices of the U.S. Office of Education. Will they help strengthen coordination at state and local levels, or will they just erect another bureaucratic barrier? And will they help build the potential of the state agencies, or undermine it? It is, of course, far too early to tell, but it is interesting to note that many state librarians, from the moment the idea was first broached, feared the worst.

There are no fast and easy solutions to the kinds of problems I have outlined today, and I don't propose to attempt any. But I do like the possibilities inherent in a suggestion made by Emerson Greenaway a couple of years ago. This was before the advent of the National Advisory Commission on Libraries, and Greenaway suggested that one recommendation that might come from such a Commission "would be...to establish a Department of Libraries at all three levels of government—federal, state, and local. Such an arm of government would be responsible for library services no matter where given."[16]

I'd like to conclude by saying that the cooperative picture is, of course, not altogether as black or futile as I may have seemed to paint it. Despite the institutional fragmentation of the federal library legislation, there are indications of serious efforts to jump over the institutional walls. The two Titles III—of the ESEA and the LSCA—are healthy pointers to a broadening point of view. The State Technical Services Act, imaginatively exploited, may forge new lines of communication between special, academic, and public libraries, and with those who need current scientific and technical information. And within a number of states there are also invigorating signs of activity involving different types of libraries: for example, the 3-R's program in New York; the Detroit Metropolitan Project in Michigan; the use of academic, state, and city libraries as statewide resource centers in the state plans of Pennsylvania, New Jersey, and other states.

My purpose has not been to knock cooperation or the systems concept, but to underline that cooperation can only do so much. It is an aid, not a crutch, and certainly not a lasting solution to our most severe problems. It may seem crass, but I believe that money—a massive increase in library support— is the most essential ingredient needed to provide many of the separate elements of a library service much better than we have now, and much closer to the needs of society.

Librarianship will have to fight its case, if it is to have any chance of winning—as education has, as the unions and big business have, as science has—in the political arena. Compared with some of the other gladiators in that arena, librarianship is not very large or powerful, and it certainly cannot afford to be weakened by divided interests, or petty jealousies and rivalries. It must also be prepared to dream big dreams and, most essential, to support its dreams with hard, critical facts and research. One of the big prizes being fought for is the complex of which libraries have been a part since libraries began. Both in Washington and in the commercial world, it is becoming known as "the knowledge industry." Recently, Robert Sarnoff, president of RCA, predicted that, within 20 years, the knowledge industry will account for half of nation's gross national product.

I quote that prophesy only to make it clear that you are already in a very big business. Money, politics, and the machine have already opened the door on our monoply, and they will open it wider. You can expect some heavy competition in many of those areas in which libraries, in the past, have traditionally, and not always very effectively, provided the only services going. You will, I suggest, need a sharper sword than cooperation for the battle ahead.

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RESEARCH IN REFERENCE: IS IT POSSIBLE?

Dr. Guy Garrison

It is standard practice in many scholarly journals to provide a brief abstract at the head of an article so that the busy reader can judge whether or not the article is likely to contain information of use to him. Even College and Research Libraries has adopted this practice. Should this helpful device be carried one step further and an abstract be required of speeches so that those who have heard it all before can leave quietly while they still have a chance?

A possible abstract for this talk might take the form of three simple questions and three short answers:

1. Research in reference—is it possible? Yes.
2. Research in reference—what's going on at the present time? Not much if you use a traditional definition of reference.
3. Research in reference—who's doing the most significant work? Everybody except librarians.

Any discussion of research in reference should start with definitions of both terms. A goodly proportion of the so-called literature on reference and on research seems to consist of articles that never get beyond this stage, so for the sake of expedience I will give you my brief working definition and then move on, fully aware that the definitions could be debated.

The best brief definition of traditional reference work seems to me the one used by Rothstein: "Personal assistance given by the librarian to individual readers in pursuit of information."[1] Satisfactory as this may be discussing the organization and administration of reference work in libraries, it is too narrow to take in all the current research that is pertinent to reference work in libraries. In order to see library reference work in a broader setting, I would define it as all the information-gathering activities of people, the roles which libraries play in these activities, and the impact of these activities on libraries. My focus, however, would still be on people, not on mechanical aids to seeking information. There is, of course, an extraordinary amount of activity, and some research, directed at this area and it is there that most of the money for research and development is going. However, the studies I will mention are concerned not with the reference hardware but with people—their use of the information flow process and of the way library reference services fit into this process.

For a definition of research, I will resist the temptation that Jesse Shera so often falls back on—quoting Sir Francis Bacon—and will cite Shera himself. Research in librarianship is "an answering of questions by the accumulation and assimilation of facts which lead to the formulation of generalizations or universals that extend, correct, or verify knowledge."[2]

If these two definitions mean that most of the so-called research on reference falls out of the discussion—so be it. Much of what passes for research, such as the endless surveys of reference resources and reference needs, is not research and should not be so considered.

With these definitions in mind, I have made an effort to find out what is going on in research on reference, who is doing it, where it is being done, and what the main trends seem to be. I have probably missed a lot. My information consists chiefly of news from Library Journal and R.Q.; the pages of Library Literature; notices of research in progress from the ALA Library Research Clearinghouse; issues of Research in Education, the U.S. Office of Education's new reporting service on research completed and in progress; and a scanning of recent issues of U.S. Government Research and Development Reports and Checklist of State Documents.

A recent summary with which you are all familiar is Karl Nyren's "A Reference Roundup" in the April 15, 1967, issue of Library Journal. This is essentially an account of activities which appear to be uncoordinated, enthusiastic, and well-financed, but generally lacking in any research dimension. However, to quote Nyren: "Research is going on across the country, much of it with the aim of surveying reference needs and identifying resources."[3] All he can cite as examples, however, are a few quite traditional surveys and a few user studies. He admits that "the universities and special libraries [he could well have added professional groups without any connection to libraries] are taking the lead here...but they will surely be followed by the public libraries in short order, and by broader studies of the users of reference services."

The ALA Library Research Clearinghouse, which has been trying to maintain files on research in progress, was able to send me notices of twelve more or less current research projects dealing wholly or in part with reference service. One of these is, interestingly enough, the long-hoped for but still unstarted project of the Reference Services Division which hoped to approach through research the formulation of standards for reference service. At last word, this proposal—unfunded—was in the hands of the Department of Library Science, University of Michigan, but I note that the person listed as RSD committee sponsor has retired and the principal investigator has left the University.

Of the projects listed with ALA, eight out of twelve were funded wholly by the federal government—through the USOE, Air Force Office of Scientific Research, NSF, or Office of Naval Research—and three of the remaining four out of other public funds. Eight of the reported projects involved grants to library schools or schools of information science; one each involved a university, a university library, a professional association, and a private consulting firm. By our definitions, at least six of the twelve reference studies would not be "research" but developmental or fact-finding activities.

A perusal of issues of Research in Education since its beginning in November, 1966, turns up only six projects relating to libraries, only two of which have even peripheral application to reference work. One of these, Patterns of Adult Information Seeking by Parker and Paisley,[4] I will discuss in more detail later on. The other, Adult Book Reading in the United States, by Philip Ennis,[5] while important for reference librarians to know about, does not cover directly the reference use of libraries.

Recent issues of U.S. Government Research and Development Reports list another half dozen projects relating to libraries—some of which are quite important to reference service but will suffer the fate of most report literature and fail to reach the hands of those who might apply the results. Examples are a very thorough Department of Defense user-needs study by North American Aviation, and the Auerbach Corp.,[6] and a state-of-the art survey done for the U.S. Army by the John I. Thompson Co. entitled "Criteria for Evaluating the Effectiveness of Library Operations and Services."[7] The latter, in its concern for techniques of measurement and evaluation, has much relevance to the study of the reference function of libraries.

Coming more nearly up to date one should mention the 3.5 million in research grants recently announced from the first year of the new HEA Title II-B Library and Information Science Research Program. The best available summary is in the August issue of Library Journal. The topics to be researched are wide-ranging but only three or four involve the reference function of the library. The only major one is a grant of $188,000 to Rutgers for a study of the public library's role in providing information services to its clientele in metropolitan areas. A grant to the University of Illinois for "Studies in Public Library Government, Organization, and Support" also includes a proposed piece of research on public library reference services.

The overwhelming impression one gets in looking at library research in progress and recently completed is that little effort is going into studies of the reference function of libraries, that the money for research is overwhelmingly federal, and that libraries and library schools are not playing the leading role in carrying out the research—much is being dones by private consulting firms or not-for-profit groups, by governmental or quasi-governmental agencies, and by university bureaus and institutes unrelated to libraries or library schools. Much of the research on reference, broadly defined, where it is being done at all, is being done outside of the institutional and procedural setting which libraries have erected and seek to maintain and enhance. This should be a matter of some concern for the profession.

With those general impressions in mind, let us examine a few of the current research efforts in the reference field. Most of the attempts in the past at research and evaluation in the reference area were aimed chiefly at measuring library reference work by counting units of service or by classifying questions or users by various schemes. Lately, much more effort, both from library researchers and others, has gone into investigating the ways in which users seek information and the role of the library as one agent in this process. Unfortunately, a great deal of the work dating from the 1930's, 1940's, 1950's is really pointless today except as footnotes and it is a sad commentary on research in library science that we have to refer to such studies as the best available. The proper analysis and measurement of the reference service rendered by libraries remains one of the most difficult and unresolved issues. The problem is inherent in the non-routine and personal nature of reference service and in an almost complete lack of a body of valid and reliable research on user needs and on the question and answer process.

One continuing source for research is the thesis or dissertation. There have been some recent ones of interest to reference librarians and despite the fact that they tend often to be deficient in methodology, and to lack generalizability, they do serve to remind us that research beyond the simple survey and descriptive level is possible. The pity is that the number of dissertations, at least until recently, is so small that they do not build up into a connected body of knowledge and the field is not advanced. At any rate, we should not expect doctoral candidates to bear the entire burden of research for the profession.

A dissertation recently completed by Charles Bunge at Illinois attempts to determine what, if any, relationship exists between professional library education and efficiency, speed, and accuracy in answering reference questions.[8] He found that trained reference librarians have a slight edge over the untrained in efficiency, though not always in speed and accuracy, and concluded that much of the simple factual question-answering could be done quite well by the non-professional. His dissertation is valuable also for the methods he devised for measuring efficiency and for flow-charting reference work. A dissertation in progress at Rutgers by Terence Crowley similarly attempts to illuminate the subject of accuracy in reference work in public libraries—using unobtrusive measures, in other words asking questions anonymously.

Among master's theses with a bearing on reference work, two done at Lehigh University's Center for the Information Sciences in 1966 stand out from the rather weak crop of current library school theses. Both were supported by federal money—NSF, USOE, Air Force—and formed part of a larger project called "Studies in the Man-System Interface in Libraries." Carolyn Heiber's work An Analysis of Questions and Answers in Libraries develops a new typology for reference answers based on format and tests this typology against an actual body of questions.[9] Victor Rosenberg's thesis The Application of Psychometric Techniques to Determine the Attitudes of Individuals toward Information Seeking is concerned with preferences of professional personnel toward eight different information gathering techniques, including use of a library and consulting a reference librarian.[10] He found, not surprisingly, that people preferred methods that were easy to use even if other methods promised more information.

In the area of surveys of reference resources and needs, there is really very little going on that is interesting from a research point of view. A typical example, done by a consulting firm for a state library which has lots of money to spend and wants "evidence" to support its plans, is the Nelson Associates Reference and Research Library Needs in Michigan (1966).[11] This study of resources, needs, and patterns of use, with recommendations for improvements in service, could scarcely be called research yet is the kind of work that state librarians seem most interested in supporting. The data for the report and its recommendations consisted of thousands of questionnaires sent out to college and university faculty and students, public school teachers, and other persons presumably concerned with use of reference resources. The recommendations were developed on the basis of a return of around 30 percent, and with no attempt to anlayze non-response.

In other general surveys, the ubiquitous use of checklists continued—untested, unvalidated, inconclusive. A more interesting and less used, though perhaps just as unreliable, technique which shows up in several recent surveys is the field use of sample reference questions. Lowell Martin used this technique in his just-published re-survey of Pennsylvania libraries and found out some alarming things about the prevalence of wrong answers.[12] Herbert Goldhor similarly used a sample list of reference questions in a survey of library service in the Minneapolis-St. Paul metropolitan area.[13] The recent evaluation of the public library systems in New York State also made use of this technique.[14] The dissertations by Bunge and by Crawley mentioned earlier made field use of reference questions, either in a natural or in a controlled situation. The technique deserves further study as an instrument of measurement and evaluation.

These typical examples of what is going on in research on reference lead to the inevitable conclusion that not much of the approach is new and interesting. Reference studies, where they exist in a library setting, are still traditional and quantitative, still pragmatic and not theoretical. They continue to look at such things as:

1. Number of questions asked and answered.
2. Classification of questions by type, subject, or form.
3. Classification of reference users by various characteristics.
4. Checking reference holdings against standard bibliographies.
5. Organization for reference work.

Over-concentration on such limited measures tends to support Philip Ennis' contention in a Library Quarterly article that "empirical studies of...reference service are among the weakest in all library research."[15] Too often studies are restricted to a single given library or a group of similar libraries. Emphasis is placed on what is being done rather than on why it is being done. Studies tend to be non-comparable since they seldom use similar research techniques such as uniform sampling and standardized data-collecting instruments.

The type of research which seems to be the natural direction for reference studies to take is obviously the user study done within a framework of communication theory. This is one of the few areas of librarianship in whcih a large and lively body of current research is going on—chiefly, in the past, of specialized groups, especially scientists, but increasingly of behavioral and social science users and hopefully, in the near future, of other specialized but less professionalized groups.

A recent candid assessment of the literature of user studies by William Paisley at Stanford's Institute for Communication Research reveals a diffuse and sometimes poorly executed body of research, with little possibilities of generalization as yet, but at least with the beginnings of a theoretical framework.[16] This kind of use and user study, supplemented by what have been called "network studies" plus the studies of the diffusion and popularization of knowledge, seem to provide the kind of link to a larger world of research that reference studies have lacked.

Reference work in libraries is, after all, only one small piece of the information flow process. For these reasons, it seems that we need two definitions of reference—one for administrative purposes inside libraries and another for research purposes. Unless research on reference starts with this broader definition, it will continue to be overly oriented to procedures, lacking in a theoretical base, and of limited generalizability.

There is a ripe field for research on reference that would extend the kind of user studies done on scientific-professional personnel to cover the various student groups, the general readers, and the special groups who make up the bulk of users of academic, school, and public libraries and would relate their particular uses of information to the services of libraries.

We should be studying, for instance, the reasons why libraries and reference services do not play a more important part in the information seeking activities of people in general. Why do druggists, bartenders, newspapers, gas station attendants, get many of the questions that could just as well be answered by library reference departments? Why don't people think of libraries as a source for information?

An area of research in public library information services that is virtually untouched concerns the potential of the public library in serving as a neighborhood information center in disadvantaged sections of cities by extending the scope of service to include the kind of day-to-day practical information that people require to cope with an increasingly complex society. Can reference service include such things as assistance on consumer information, information on availability of social services, help in making contact with the proper governmental agency or with filling out the variety of forms that beset people today? In this connection, it is interesting to read a report in 1966 from the Columbia University School of Social Work entitled Neighborhood Information Centers[17] which proposed a network of such centers for New York City with hardly a mention that libraries could be involved in any effort to disseminate information of this type. To quote the author's comment when asked about this later: "Libraries were not visible as information resources at any point in our empirical work..."[18] However, libraries are now beginning to explore these new directions of service and to adjust traditional procedures to new demands. The recent report by the National Book Committee for the Office of Economic Opportunity entitled Neighborhood Library Centers and Services summarizes some of the current efforts being made in this area but notes the almost total absence of research on which to base projects and of evaluations of projects which are being done.

The fact that the function of libraries as sources of current information is relatively little known to the man in the street is confirmed in the report Patterns of Adult Information Seeking to which I referred earlier. Done at Stanford University's Institute for Communication Research using USOE funds, this project interviewed 1,869 adult residents of two California cities on their information-seeking habits—including library use—and reveals the wide diversity of sources people use. This is a good example of the kind of research, and scope of research, that libraries and library schools should be doing, but are, in most cases, not prepared to do. Large in scale, methodologically sophisticated, supported by theory and by related research, it perhaps suggests why so much of the best research relating to reference and information is being done not under library direction but by other people who are better equipped to do real research—the bureaus and institutes of communication research, the departments of information science, private research firms, other university departments which have a research orientation and tradition which we lack.

A recent conference at the University of Illinois on measurement and evaluation in library research, which used several speakers from fields such as marketing, psychology, and adult education, only confirmed what I know to be true—that the gap is so great between what passes as research competence in the library field and in other academic areas that we are unlikely ever to catch up without a radical alteration in graduate library education and in the attitudes of the field as well.

When will library science reach a point of maturity when we can expect routinely to find on the faculty of library schools and on the staff of large libraries personnel whose basic assignment is research and who are just as competent in a variety of research techniques as their colleagues in other fields of inquiry? Such will be necessary if library science is ever to emerge from its present complete preoccupation with service, procedures, and administration, and develop a body of knowledge based on research. Clearly, we aren't ready for the opportunities for research in librarianship that are amply available. As of now there are very few library schools in the country which are making an adequate effort to incorporate research into their basic structure.

This has brought us rather a long way from the announced topic "Research in Reference: Is it Possible," but in spite of the gloomy closing remarks I still think the answer is yes and that there is some interesting work in reference going on, especially if you expand your definitions. I am concerned that so much of the best research is going on outside the library profession but perhaps this is just one more indication that society has decided that books and libraries are simply too important to leave to librarians.

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THE CRISIS OF MODERN SOCIETY

Edward P. Morgan

I'm not sure, although his intentions were certainly gracious, that Mr. Neds made an accurate observation to the effect that television is the greatest invention since the book. It may be, but I still put my money on the book. I realize that libraries have revolutionized. I am aware and grateful for the fact that I can get the Milwaukee Journal and the New York Times on microfilm. It's a little more convenient than to spread the thing out in the middle of a subway. I'm also aware that some libraries are even extending to additional departments in which LP records are kept, whether they include the voices of Edward R. Murrow, Winston Churchill or whatever. And I'm fascinated by the recent announcement of Frank Stanton, my former boss at CBS, that it won't be very long before there will be a new kind of library, in which you will rent a "thing" which will be Mary Martin in one of her hits on Broadway and which you will take back and fit into your television set, and this is going to give the viewer much more selectivity, and I say high time.

I might just pause here since the chairman so graciously set me up for what might be called a soft sell commercial to just mention a tiny bit about this thing called the Public Broadcast Laboratory. I took a leave from ABC in June, not without a great deal of soulsearching, to join an experiment financed by that eminent broadcaster named McGeorge Bundy, who is the president of the Ford Foundation, an experiment that will last, I hope, for two years, in live network programming of television. We begin it in November, every Sunday night for two hours plus, and we are going to have on it news and public affairs, poetry, drama, discussion, hoping to go the further mile that the commercial networks either don't dare go or find that it is uncommercially wise to go—in the hope that we may find an audience that I rather suspect is already there, that is so surfeited with commercials and situation comedies that we may be able to, in the phrase of the hippies if you don't mind my saying so, "turn you on," and I hope we don't "drop you out."

But to get back to communications and the communicators, there is a revolution, and it puts the individual in a very peculiar and almost excruciating position. You in the libraries, in the larger ones, are surrounded by computers. I don't think that President Johnson will be totally outraged if in this connection I tell you a story that hasn't been generally bicycled around the country about the Glassboro Summit Conference. It didn't get out because there was so much preoccupation with Vietnam and the other hot war in the Middle East, but it happens that the President at Glassboro was terribly concerned that Mr. Kosygin be given a demonstration of the latest and most-sophisticated computer that we had developed. This computer was so refined that if you cranked into it the right data it would project the profile of a whole country fifty years in advance. Well, Mr. Kosygin took an "I'm from Missouri" attitude because he hadn't invented this particular computer, but Mr. Johnson, being somewhat irrepressible—and he can be irrepressible at times,—went ahead and cranked his data into it. It came out and there it was—the whistles blew and the bells rang and it said, "The United States in fifty years will be a communist state." Well, this staggered the President somewhat, but it emboldened Mr. Kosygin to put in his own data. The gears ground and the thing came out and Kosygin was absolutely struck speechless. The President, who has a proclivity for pulling lapels when he's trying to convince somebody or get their ear, pulled the Premier's lapel and said, "Alexei, what does it say?" And the Premier of the Soviet Union said, "I can't read it. It's all in Chinese."

Well, this problem can be up on a high level of cold war powers, but it can also be down on a very individual level. In a little modest weekly syndicated weekly newspaper column which appears in the Minneapolis Tribune, but I think no other paper in this four state area, I gave notice the other day that I was forming the Fraternal Order of the Lonely I, which of course means the lonely individual, and I proposed that the emblem for this fraternity be a wilted eagle rampant on a field of frustration and that the motto be, "Down with the computer. We have nothing to lose but our punchcards. Lonely individuals arise and say something to each other even if it's only, 'This is not a recording.' " Well, I tried to get this fraternal order of the Lonely I tax exemption privileges but every time I called up the Internal Revenue Service I got a recording saying, "The number you have called is not in service."

Seriously, we are now celebrating in one way or another, the tenth anniversary of Sputnik which may have been, in some respects, the greatest thing that's happened to the Western World, our world in particular, because it has fed into our system belatedly a consciousness that we are lagging in education, in learning. I think the emphasis in those ten years has been a little too much on science, but it has put us ahead, such as it is, in various aspects of the space race.

Personally, not only as a journalist but as a citizen, I am more interested in the space between our ears, and I suspect that you are too. In that connection, it boggles me and fascinates me to contemplate the possibility—not forgetting the space race—of mobilizing all of the brain power that there is in this country. And I say that not idly because I have the deep, painful and disturbing conviction, that we are going through one of the most traumatic eras of our history, not excluding the Civil War, and it's more deceptive because we are oozing in opulence. With this opulence, with this incredible three quarters of a trillion dollar gross national product—whatever that may be—we have in this great powerful and rich land, 55 million adult Americans who have not had further than a high school education. There are 30 million people, more or less, living on or near the ragged edge of poverty. One-third of the draft rejects were rejected because they could not read or write. More than a tenth of the population of this country is still bowed in indignity and humiliation under the crushing burden of second class citizenship. Litter and pollution seem to have become a way of life in our country.

We as individuals are concerned about these things, but whom do we speak to about them besides a computer, and it's very interesting to have a conversation with a computer as I'm sure you have had—or a correspondence with a computer which is even more horrifying because you can never get any human on the other side to answer. Whom do we speak to beside a computer or our congressman, and I'm not suggesting in the slightest that writing your congressman is an idle or a futile exercise. It is not. It may be trite, it may be threadbare but it isn't futile. Nor is it futile to write your editor or call up and blast your broadcaster. It's very interesting how amenable they are, how impressionable they are to a phone call. In that connection, whom do we speak to or whom do we speak for? Let me read you, if I may, a quotation from one of the great men of our time who in his earlier lifetime has probably produced more in the area of philosophy, of mathematics and many other things that in themselves more than compensate for the tragedy of his dotage. I would like to read this passage from Bertrand Russell. "Individual initiative is hemmed in, either by the state or by powerful corporations, and there is great danger lest this should produce, as in ancient Rome, a kind of listlessness and fatalism that is disastrous to the vigorous life. The problem is to combine that degree of security which is essential to the species with the forms of adventure and danger and contest which are compatible with the civilized way of life. Democracy whether in politics or in industry, is not a psychological reality so long as government or management is regarded as 'they', a remote body which goes its lordly way and which it is natural to regard therefore with hostility. It is important for us all to realize every hour on the hour that the government is not 'they' but 'we.' " Now, a corporation is a slightly different thing but if we get over the first hurdle and realize that the government is 'we', then the corporate problem, whether it is excess of trying to corner the market or whether business needs stimulation, can better be taken care of.

In this, what could be more vital a weapon than education. And what could be more vital in terms of education than books. I suspect that you librarians, certainly in my estimation, are in charge of the arsenals of learning. There are all sorts of stresses and strains right here at this very moment about the arsenals of learning and who teaches. We have been having teacher strikes. I was out in Salt Lake City about four days ago and I had the privilege of covering and addressing the Utah Education Association convention. This raises a very painful point. Does a professional person, like a teacher, or a public employee, like a librarian, have a right to strike? Is the damage to the child, is the damage to the subscriber to the library, worth the risk involved? I am not pretending to formulate a recipe, and I would find it personally very difficult to make a decision, but I would say this in passing—that although the strikes by teachers in Florida, Michigan, New York, St. Louis or elsewhere have been denounced as unpatriotic, unAmerican and retrogressive, I am afraid that the people who have done the loudest denouncing are the very people who voted against the school bond issues, who pressured the boards of education against experiment in education, who cut your library appropriations. And I don't think you can have it both ways. It would be better, of course, and I hope it can happen, that we devise a formula so that public employees, whether they be librarians or teachers or subway drivers, can get their fair share of the national wealth and that's what this really gets down to in the end, without having to strike. But until that happens, and unless the other influential strata of the community realize the problems, we are going to continue to have this disturbance and we might as well recognize it.

In terms of education, I wonder if we realize what we're getting and how undeserving we are. One of the more turned-on bureaucrats in Washington, who happens to be a friend of mine, who comes from Iowa by the way, Nicholas Johnson, the former chairman of the Maritime Commission, who is now the stormy petrol on the Federal Communications Commission, and some of the networks wish that he would sort of quietly fade away—in researching material for a speech which he shared with me the other day, found this. The average American child before entering the first grade has already received twice as many hours of "instruction" before his parlor TV set as he will get in class during his entire four years of college. Now this does not indicate that the shelves of which you are custodians are being as dusted off as they should be, and I wonder if one of the reasons for this is not the fact that our society has become sort of incrusted with cliches. I wonder if we are not saying that we are seeking truth with candor and reality as they are taught in school, but we're really not getting them, and we really don't care.

How many of you librarians—and I say this with respect and some ignorance of fact but with sincerity and concern— have been given a free hand to pick the books that you want to populate the shelves of your library and have not been elbowed by some nogginhead who may or may not have anything but his own prejudices served, whether he is a member of the Board of Supervisors or the Board of Education or as the case may be the Library Board. And I suggest to you that you have already answered the question and you know what it is. I've been somewhat encouraged to see that that self-starting moralist in Farmingdale, Long Island who may or may not have been an agent of the John Birch Society—it doesn't make any difference, really—was convicted of larceny for taking a copy of The Partisan Review out of the library because he personally thought there was something prurient in it that might damage his child. And I consider this one up for the libraries. In addition to that, as Mr. Moon reminded me, there is another charge yet to be disposed of, of an assault by this gentleman on a librarian who I think was four feet six.

Before Newsweek came out with this week's cover how many of you knew, how many of you had books in your library shelves that referred to a man named Nat Turner? Until a month ago I never knew that Nat Turner had ever existed, but you now know and maybe you knew before because you're scholarly people, that Nat Turner led the only major insurrection in the history of American slavery. William Styron has written a book, which will probably be a best seller, called The Confessions of Nat Turner, which has been picked up by the critics and it's a very deserving book, but that's not the point. The point is that this is an important facet of American history that had a direct influence—nobody quite knows how much—in 1831 in the Tidewaters of Virginia on the Civil War—the hardening of the whites toward the Negro and so far as I know, this has never appeared in any textbook of major circulation in the United States. Now I consider this monstrous. I consider this a monstrous reflection on education and I consider this a monstrous reflection on the responsibility of the press, because we are supposed to be interested in education and not just interested in how many thatched huts are put to flame or how many garages are put to flame on 12th Street in Detroit.

How many of us knew that there was a Negro woman disguised as a man who achieved a very important assignment in New England during the Revolutionary War? How many of us knew that there were Negroes attending John Paul Jones in the War of 1812? I cite this not because it is necessarily important in terms of black-white relationships. I cite it because it's important that we have not been given the total facts in terms of our own history. If I were a Negro, I would certainly com-

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plain, as they are complaining with good right, of a suppression of these facts. I was in Detroit couple of weeks ago and I can tell you, not to your surprise, that the black citizens of Detroit that I talked with, whether they were extremists or not, knew who Nat Turner was. Is this responsible history? Is this the kind of thing the lack of which we are proud of in our libraries?

I had a kind of a daydream not terribly long ago, before my acquaintanceship with Nat Turner. It struck me that after this painful but dignified ceremony at Appomattox, if the intellectual leaders of North and South, General Lee having surrendered to General Grant, had gotten together and said, "We must now stanch the wounds of the greatest damage that has ever happened to our country, and one of the ways that we can do it in the civilian sector is to agree upon a fair version of the Civil War and the causes that led up to it. Now if we can't agree on that, at least we can agree on swapping the two versions, the South and the North, periodically." Well, of course this didn't happen, it couldn't happen because it's too sensible, but I suggest to you in all seriousness, that if it had happened or if it could happen in a future situation—national or God forbid, international—that our understanding of the problem and in this case, pinpointing it just to our trauma internally—that we would find ourselves faced with a much less traumatic stiuation today than we are.

We cannot deny that the American society, rich as it is, richer than any society in history, is sick. And it isn't just a mechanical sickness, a virus of automation, it's a sickness of complacency—of hypocrisy. I don't know how many hippies and others come into your libraries, but I happen to think that the hippies and the advocates of black power, which is a very maligned and misunderstood phrase, are trying to tell the power structure of this country something. And I think that we are not listening because it's too painful for us to listen although you as custodians basically of the learning that we have, the great treasures of books, I suspect are more aware of this than others with the possible exception of actual teachers. The more responsible of them are certainly trying to tell us that we do not have equal justice in this country. They certainly are trying to tell us that we do not love our neighbors as ourselves and that we do not do unto others as we would like to be done by and that there is not equal opportunity in this country of opportunity. We are not a free society, and we don't have to go beyond the city limits of Milwaukee, Wisconsin to see this.

I'm not going to get into the marches. I had the great rare journalistic privilege today of meeting the Mayor and meeting Father Groppi—at separate rendezvous. These are both committed men and they're both struggling with an issue that is vibrant to our time. I happen to think that the war that is being fought in Milwaukee and the streets of our cities is more important than the war that we are fighting in Vietnam. Because, how can we in all honesty say that we are trying to protect the options of the South Vietnamese to choose their society if 25,000,000 American citizens are not free to choose what they want in a society that already guarantees them equal rights under the Constitution? This is one of the most monstrous exercises in hypocrisy that I have ever seen and the sooner we realize it, the better.

Outside of your libraries, outside of your classrooms, outside of the wonderfully precious cupboards of your books, how many new ideas have you seen raised in the marketplace of this country in the last ten years? They are considered controversy, and I plead guilty first of all as a representative of the trade of the press, particularly the electronic media, radio and television, because for some reason controversy—which should be the lubricant which keeps the doors of the open society swinging—is considered to be sort of a curdled thing in broadcasting—an anathema, and we're not supposed to deal with it. This is one of the reasons why we in the Public Broadcast Laboratory are going to try to go the further mile,—not to be the bull in the china shop, but to get to people—to connect people with issues, to try to go beneath the stratum of the superficiality of the 92nd squirt on an analysis of the situation in Saigon. I have had on many occasion, in addition to the 15 minute radio program that I had at ABC for twelve and a half years, the incredible assignment of giving from Saigon or Bucharest a 40 second analysis of the political situation in that country. But controversy is something—you've got it all in your libraries assuming someone hasn't stolen it or told you you can't have it because it is far right or far left. Controversy IS the very lifeblood of our kind of society. It's not supposed to happen in Peking or Moscow or Bucharest. It's supposed to happen here, but there are people—in high places and low—ignorant and allegedly enlightened—who think that it should be suppressed. But you are the custodians of these things and I'm a little bit reassured, I will sleep a little bit better tonight having seen you.

Why is it that we're in this difficulty in this country, in terms of our foreign policy, in terms of the trauma of our cities? I will give you an oversimplified version of why I think we are in this pickle. It isn't the whole answer. We could spend the whole evening and the rest of the two-thirds of your conference if we could discussing it, and I'm sure that in some aspects you will discuss it. But I suggest to you this: we have all of the paraphernalia to do what we should do. We have the wealth, we have the power, we have the knowledge, we have the Constitution, we have everything that we need to do the things that should be done to make our leadership meaningful and to make our country a viable republic—but from kindergarten through the Kiwanis Club and upward, the orientation of our society has been in one direction and one direction only. It has been, as somebody called it, industry-oriented, employer-oriented. Now I love profits, and I'm sure you do, and you all deserve a rise in sallary but there has got to be a recognition on the part of government, on the part of industry and on the part of labor unions which sponsored me for twelve and a half years—and for reasons which I have not quite totally understood—have allowed me to bite the hand that fed me by critizing labor—profits, wages are not enough and the sooner we recognize this, the sooner we can cope with our crises.

Service is required. You people give us service every day but industry equates service largely in terms of a kind of guiltily impelled contribution to the Community Chest. That's not the kind of service I'm talking about. What kind of service to the community has been the pollution of Lake Michigan which the Chicago Tribune has suddenly discovered is dead. I congratulate the Chicago Tribune, anachronistic as its awareness has been. But in all seriousness, what kind of a society do we have that permits, not only Lake Michigan but Lake Erie that is already dead—it's lying there prostrate and this is due to the greed, the exploitation of resources, not by evil men but by men who didn't have the full perspective that we must have in our society. Now some people will allege that in order to change this orientation you're getting the welfare state and you've got to have free enterprise. We know very well we don't have free enterprise in this country anyway, but I'm not terribly afraid of the welfare state in the best sense. I think we're enlightened enough to handle it and in any case, I'd rather have a welfare state in the best sense than a warfare state.

A couple of days ago, just before I left Washington, I got what may be my first charter membership application in the Lonely I club. It's a letter from a man in California, and I'd like to read a piece of it to you because it's along the line of what we've been discussing. He's a retired major in the army and he says, "Individual concern is not useless, computers or otherwise. I personally had something to do with saving for conservation some projects in California." Then he gives a little fragment of his philosophy and I'd like to quote it because it's germane. "Long ago," he wrote me, "the Greeks invented and practiced democratic government but they were keenly conscious of the fact that to avoid creeping abuses of authority in any form, every citizen must devote much of his time to participation in governmental activities. Even a jury had 500 members," and then he went on to say that he had written the following earlier. "The destruction of this country," said my retired army major, "will not come from violence from without but, as in the classical instance of imperial Rome, from within and that destruction, although due to complex causes, was still basically engendered in Rome by the decay in the people of the element called Virtus which in Latin means the sturdy moral integrity and enduring fortitude of the Roman citizen. It's quite apparent that the tensions of our age, the frenzy of our marketplace with its getting and spending, the frantic goings and comings on wheels, the devotion to synthetic and hired amusements in sports, the incessant blatant cry of the advertising huckster appealing to every vanity and every other human failing, the overwhelming deluge of predigested and distorted news in every medium of information—all these and more leave us little time to listen to the still, small voice within ourself—the whisperings of the spirit or the rigorous exercise of thought. We have become," he said, "as one vast mob swayed by hysterical emotion and fear, and plunging recklessly onward toward an apocalyptic catastrophe." Now that's a little hyperbolic perhaps, but it has the ring of sincerity and I think it has something worth thinking about.

It was Winston Churchill you remember who said that democracy is the worse possible form of government, except all the others. Now that implies, as my Major friend implies, a responsibility, a personal commitment, and I think that the Lonely I's or the Lonely We's will be less lonely, we will be less beset by the computers if we remember this, and I like to think of you librarians and teachers as the real revolutionaries of our time. The revolution is not going to be in the media and the medium, all due respect to Marshall McLuhan, is not the message. The message is there in those books that you protect and I say to you, Revolutionaries, arise, we have nothing to lose but the chains which are holding us back from the enrichment of the human spirit, without which this experiment in government will fail—but looking at you, I know we won't fail.

HOW DO WE MEET THE CHALLENGE?

John T. Eastlick

I feel a little bit as I imagine that character, that man from La Mancha, felt when he was forced to look at and face ideas and concepts foreign to the society in which he found himself. If he dreamed the impossible dream of justice, the dream of human respect and equality, then we too today are faced with these same impossible dreams. Maybe we are a little like him in that we are striking out in all directions at one time to make these dreams a reality. During the past four days, you have really been concerned with four basic elements of the library scene—changes in our society that affect librarianship, library legislation, library education and personnel, and the systems concept. Many very fine things have been said on each of these. Perhaps my role then today is to remind you of some of the things that have not been said. Let us examine some of these four elements briefly but not necessarily in the same order I have mentioned them.

First, I want to talk about library legislation. This was a very challenging general session, but I was sorry that much was retrospective examination of federal legislation and not a discussion of other levels of legislation or future needs. Let me point out a few legislative needs that I see in the library field. First, is that on the local level. We are seeing in many places across the nation the proliferation of power of library boards. We are seeing various political patterns, existing or developing at the local level which hinder library development. These local problems need to be corrected and need the attention not only of the local people but of the state people as well. Second, the problems relating to state library laws. If you spend any time examining library laws across the nation you'll realize that no two states have similar, parallel laws, and many of them are weak and ineffective. Many of the state library laws restrict the powers and functions of the state library agencies and many of the state library laws make the implementation of the planning which is going on today in librarianship difficult, if not impossible, to accomplish. Third, I would like to mention further problems in the federal legislation. It was pointed out that we have been developing a proliferation in library legislation at the federal level so that at the present time seventy-two different federal programs affect libraries. This proliferation is most difficult to work with, is difficult for the Congress to recognize and coordinate and it certainly is difficult for the state and local agencies. Sometimes on the federal level the implementation of the various laws through guidelines becomes unrealistic and extemely difficult to handle.

Concentrated work on legislation must move ahead at all levels. You cannot be concerned only with the federal level. I was surprised that no mention was made of state aid programs to libraries in the legislative session. Over 40 of our states now have such programs, particularly aid programs to public libraries and it is probable that in a very short time all 50 states will have such activities. It has been difficult to get state legislators to recognize that the local community cannot accomplish everything alone and that state assistance, whether on an equalization basis or whether on an enrichment basis, is essential. But this philosophy has been accepted by state government in forms of aid to education, aid to highway construction and other areas of public service, and it is being accepted more and more by state government for libraries. Parenthetically, I must point out the dilemma of the local library administrator who receives local, state and federal funds. Usually each is for an earmarked program. The administrator's problem is to mesh all of these various programs so that within the individual institution a balanced library program results. You know as well as I do that this is no easy task.

It is possible that in the near future we will see changes in the administrative procedures at all levels concerning fiscal accountability and program determination. This morning, Mr. Moon mentioned the concern of some libraries over the decentralization of the Department of Health, Education and Welfare. However, I expect to see as a result of this decentralization more responsibility transferred from federal agencies to state agencies, and more responsibility from state to local. I think we can expect that at each level we will have to do more of the administrative functions which previously have been carried out in Washington.

Only once or twice during this conference has the word"planning" been used. Mr. Low urged broad imaginative planning for new legislation. He said that the Office of Education people have indicated to him the need for such planning so that when the dollar demands on Vietnam are reduced, new social and educational programs can be introduced into the Congress. The same comments for the same reasons were made to me when I worked with a group in Washington in April, but it is not a splintered legislative program perpetuating the difference between types of libraries that is needed. It is a planned, cohesive program encompassing all library endeavor which must be developed. Title III of LSCA provides funds for intelligent, cooperative planning using all types of libraries to provide a unified product to the citizen. This title may be the most significant movement in library development today. This morning Mr. Moon mentioned the problem of the state library agencies. I endorse his concept that this is the probably today the most important level of library development. State libraries have in the past not all been strong, aggressive planning agencies. They are being forced to assume these roles today and the future development of activities in any given state is going to be dependent upon the state library agency. But the state library agency responsible for the development of planning under Title III has to involve every type of library in its overall program. We are going to be forced to cooperate.

Now let us consider for just a minute the problem of library education and library personnel. I cannot quarrel with or challenge the figures of professional library needs so masterfully presented by Dr. Schick, nor can I challenge the concepts presented by Dr. Goldhor but I do have some deep and very serious and sincere feelings on this matter. First, I suspect that the usual library administrator does not know what is taught in library schools and in reverse, I suspect that the usual library school director does not know what the future employer of that student wants or needs in a "trained librarian." You might call this the credibility gap in librarianship but isn't it about time that library administrators in all types of libraries and library school faculty members get together to determine their respective responsibilities and isn't it about time that we recognize that library schools cannot do everything and be everything that the employing agency wants? Isn't it about time that we recognize that the employing agency has a responsibility for an inservice and ongoing educational program.

Second, I said I cannot challenge Dr. Schick's figures relating to the manpower crisis, but I cannot accept these figures as proof that there is a crisis until I know how librarians are being used, what level of work, what degree of proficiency, what supervisory responsibilities should be expected from a person with an M.A. degree. I can remember the time when the solution to any problem in a library was to hire another librarian. It is probable that if we had looked at the reorganization of functions, the reassignment of responsibilities, the restructuring of lines of authority or carried on other such investigations, we would have solved the problem without hiring another librarian. It might have been another clerk or another janitor. One of our great sins today is the misuse of the professional librarian and I hope that by the figures that have been quoted, we are not crying wolf too soon.

Third, I think more attention needs to be given to Dr. Asheim's concept of library occupation and the professional career as being two different concepts. This concept of career ladders for both the library occupation and the professional librarian needs to be examined in greater depth, to be interpreted from an administrative point of view and needs to be studied by each association very carefully. It is too bad that during this conference an exploration in greater depth of these concepts could not be made.

I do want to mention Dr. Wezeman's comments at lunch on Wednesday when he urged the national accreditation of libraries and certification of libraries. As I have listened to the different discussions that have gone on at this conference, it seems to me that Dr. Wezeman's proposal for an academy of professional librarians affiliated with ALA deserved much more attention than it received. Membership would be restricted in such an academy to those people who had achieved certain levels of education and certain amount of experience. This concept really warrants examination and I hope that your associations in the future will think about this problem of certification and accreditation. It may be that this is one of the routes of making the library profession a truly professional profession.

Now let's come to this morning's excellent discussion of library systems. I'm afraid I have to agree wholeheartedly that cooperative library systems are as a whole across the nation rather a farce. We are giving lip service to a concept but reveling in the fact that we get federal and state system funds without changing our structure or our provincial outlook toward local autonomy. Some of the lack of movement is caused, I must admit, by restrictive local and state laws to which I referred earlier. We have not, the local and state librarians, been able to change these laws or we are happy and content to hide behind them. We have been given a period of time to make these changes and to move into a system concept. You know that it is more than twenty years since the concept of systems was first proposed. I believe if you go back to the book "A National Plan for Public Libraries", published in 1948 by ALA that you will find this concept advanced at that time. Little has been accomplished to date. So now I think we can expect to be forced to move in the system direction.

In a recent report by that august body in Washington, D.C. known as the Committee on Economic Development, it is reported that today over 88,000 local units of government exist in the United States. This includes not only the units of villages, towns, cities, counties, but also improvement districts that have been voted in. This Committee report recommends that this number of 88,000 local units of government be reduced in the next ten years to 18,000. This is essential the report indicates, to eliminate the overlapping and duplicating services of all types of government, and to provide efficient and economical government units. This means not cooperative systems but total consolidation of government units. We can already see trends in this direction. I have been surprised that no one at this conference has yet mentioned the Model Cities Act; yet the requirements of Title II of this act specifically affects libraries as well as other community service agencies, requiring regional coordination wherever federal monies are used in construction. This is a beginning step toward the enforcement of this CED report, and the recommendations of the findings of that report. I feel very sure that before long we can expect more pressures, mainly from the federal level but also to some degree from state levels, for consolidation of governmental units.

I referred a minute ago to Title III of LSCA. It seems to me that across the nation we have been able to develop some forms of coordination between academic and public libraries but looking at the nation as a whole, the school libraries have not been included in the planning which has gone on. However, if we are going to meet the needs of the citizens whom we serve, all types of libraries in addition to the three I've named—the major special libraries—must work together. I have always felt that one of the major obstacles to cooperation was the fact that we have never truly defined the responsibilities of the various types of libraries. Too often, each library tries to be everything to everybody and therefore by its splintering of efforts, loses its effectiveness for all. I think particularly right now the public library has to redefine its responsibility. The impact of ESEA funds on school libraries and the growth of the school libraries in recent years means that the public library has to look at its services to children and redefine its role and function to that group. Maybe it needs to reorient its functions more to the adults rather than to the children.

Only one speaker so far has mentioned the national networks or systems for information, storage and retrieval. These are developing in the field of medicine and in law and in other disciplines. Also, only one speaker mentioned the State Technical Service Act which was of real importance for librarians. It is in the development of these systems that I fear libraries will be bypassed or ignored. We have heard repeatedly in this Conference that unless libraries become more aggressive, society will form new agencies to fulfill its needs. I fear we are seeing this start as these national networks of specialized subject matter evolve.

Two speakers focused attention on social problems. Librarians have always bragged that they study the community in which they live and operate, but it appears that we probably have been studying these communities rather shallowly. We have concentrated on the white middle class. Today I have a feeling that we are turning inward to our own problems and not turning outward to the problems of the user. An outstanding New York librarian in a speech last week urged that we think in terms of the needs of the community, the needs of the user, that we don't think in terms of services offered. I think the concept of replacing the word "needs" is important here.

I was startled to hear one speaker ask if community programs designed to alleviate the social problems which face our society were really relevant to library activity. If we believe in the power of education, if we believe in the capability of the book and other library resources to convey information and ideas and if we, the librarians, have the ability to create new imaginative programs, programs resulting from innovation, then libraries are relevant to the current crisis.

Two speakers used the word revolution. I had hoped that this would be the theme of your conference. We are in a period of revolution. Libraries are in revolution. Our society is in revolution. More change is going on in our society today than has occurred in any society probably since the French Revolution. It's not only the Civil Rights revolution that I refer to. We are having changes in theories of economics, new concepts of government responsibility, and changing patterns of national mores. Certainly in the library field we are going through this revolution of ideas, of publication, of governmental relationships, and so forth. One speaker said that this all started with Sputnik I. I think I have always felt that this was true, that this was the awakening of the American people to the needs of education in our society.

As you leave this conference, I hope you go home accepting the following nine almost self-evident propositions, and I give these nine because I think they have been the underlying concepts of this Conference that you have so masterfully presented here.

1. Change is inevitable.
2. Rapid change will continue.
3. Some changes will be beneficial to society, some will be harmful.
4. To a marked degree, man can plan and guide these changes.
5. That the library as an educational agency is an important factor in the change process.
6. That libraries must also change rapidly to meet the challenge of change.
7. That planning rather than expediency should be the mode of operation in order to assure acceptable results.
8. That long range planning is essential, particularly since time and distance have been reduced through improved technology.
9. That the geographic environment in which change, planning and education take place must be broader than the community, sometimes even broader than the state and as large as a region, perhaps as expansive as the nation itself.